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RELATIONS BETWEEN LOCAL VOLUNTARY ORGANIZATIONS
AND FEDERAL GOVERNMENT DEPARTMENTS AND AGENCIES

by

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Background study produced in 1976 for the
National Advisory Council on Voluntary Action
and funded by the Department of the Secretary
of State. The text reflects the views of the
author and not necessarily those of the
Advisory Council or of the Department.

CONTENTS

HIGHLIGHTS OF THE STUDY	1v
INTRODUCTION	1
Chapter	
1 THE SAMPLE OF ORGANIZATIONS	3
2 A CLOSER LOOK AT THE CHARACTERISTICS OF VOLUNTARY ORGANIZATIONS	17
1. Ages of the various types of organizations	17
2. Publics served	18
3. Numbers of paid staff	20
4. Affiliations with similar organizations	21
5. Boards of directors	22
6. Sources of funds	22
7. Grants from the federal government in the last five years	25
8. Changes in total funding from the federal government	28
9. Percentage of funding from federal government	29
10. Knowledge of grant-giving federal departments and agencies	30
11. Incorporation as a voluntary non-profit organization, and knowledge of tax advantages	32
3 ADVOCACY GROUPS	34
4 OPINIONS AND PROBLEMS OF LOCAL VOLUNTARY ORGANIZATIONS	41
1. Opinions concerning the best way to train volunteers	41
2. Purposes for which voluntary organizations would like to receive government grants	42
3. Requiring organizations to match all or part of federal government grants	45
4. Accountability for use of federal government funds	48
5. Regional versus centralized decision-making about funding	50
6. Governmental versus non-governmental decision-making about funding	53
7. Effects of a decline in federal government funding	57

8.	Effects of federal government grants on policies and programs	58
9.	Views of government funding criteria	60
10.	Taking stands on controversial issues	61
11.	Representations to government bodies concerning controversial issues	63
12.	Eligibility of advocacy organizations for federal funds	64
13.	Further tax advantages to voluntary non-profit organizations	66
14.	Income tax deduction for volunteer work	68
15.	Effectiveness of government versus voluntary organizations	70
16.	Major new areas of activity or new foci	71
17.	Major and minor problems in raising funds and in recruiting volunteers, members, or staff	72
18.	Seconding of civil servants for work with voluntary organizations	75
19.	Efforts to make governments aware of new problems or issues	77
20.	Comments on four themes	79
	a. The character of voluntary organizations	79
	b. Relations between voluntary organizations and government	81
	c. Government funding of voluntary organizations	82
	d. The questionnaire itself and purposes of the study	83
APPENDIX A	Covering letter, questionnaire, follow-up letter	85
APPENDIX B	List of participating organizations	102
APPENDIX C	Lucille Poland, "Towards a distinction between 'service' group and 'advocacy' group"	112

HIGHLIGHTS OF THE STUDY

Chapter 1 THE SAMPLE OF ORGANIZATIONS

1. As there is no comprehensive list of all local voluntary organizations in Canada, it was not possible to draw a random or representative sample of such groups for this study. (p. 3).
2. In sampling organizations, an attempt was made to include all of the major types from all regions of Canada. Attention was also directed to including both the service and the advocacy sectors of voluntary organizations. (p. 4).
3. Of 745 questionnaires that were mailed, 43 were returned by the post-office, reducing the number of possible replies to 702. Completed questionnaires were returned by 351 organizations, or exactly half the remaining number, but of that number, 44 were returned too late for full processing. The total number of fully processed questionnaires was thus reduced to 307. (p. 8).

Chapter 2 A CLOSER LOOK AT THE CHARACTERISTICS OF VOLUNTARY ORGANIZATIONS

1. Of 237 local organizations answering the relevant portion of Question 3 of the questionnaire, 210, or 89 per cent, utilize volunteer workers. It would appear that of all the organizations receiving questionnaires, a great many of those that utilize volunteers were motivated to return them, probably because these organizations are more concerned than others with federal funding. Also, of 226 organizations, answering the relevant part of this question, 161 (84%) report that they have clients. (p. 19).
2. The great majority of local organizations have small paid staffs; 83 per cent have fewer than 20 paid staff members. The size of the paid staff is closely related to the size of the publics served by voluntary organizations. (p. 20).
3. Federal and provincial governments are major sources of funds for local organizations. Without these funds, their existence may be jeopardized. (p. 25).
4. A lower proportion of small organizations - those with from one to 9 paid staff members - receive federal grants than of the larger ones. (p. 26).
5. Larger organizations appear to have more information about sources of federal funding than smaller ones. (p. 27).

6. Personal contacts are the most important source of information about the availability of grants. (p. 27).
7. A possible solution to the lack of information about grants is the publication of a regularly issued comprehensive guide to grant-giving federal departments and agencies, together with advice as to how to apply. (p. 29).
8. English-speaking organizations in Quebec seem to receive very little financial assistance from Ottawa. (p. 30).
9. Many local organizations have no knowledge of where to apply for grants. (See also items 5, 6, and 7 above.) (p. 31).
10. 79 per cent of the 235 local organizations answering the relevant question are incorporated as voluntary, non-profit groups. (p. 32).
11. Many local organizations have no knowledge of the tax advantages accruing to groups which incorporate as voluntary non-profit organizations. This is true even of those organizations that are incorporated. (p. 32).

Chapter 3 ADVOCACY GROUPS

1. A disproportionate number of the more militant advocacy groups probably did not receive questionnaires, and many of those that did probably failed to return them. (pp. 38-39).
2. There is a great need for a study of citizen action groups, to be undertaken by the groups themselves, possibly with outside, "arms length" funding. (p. 40).

Chapter 4 OPINIONS AND PROBLEMS OF VOLUNTARY ORGANIZATIONS

1. 41 per cent of 195 local organizations feel that the best way to train volunteers is to have them work with other volunteers; 35 per cent feel that on-the-job training supervised by professional staff is the best way to accomplish this. (p. 41).
2. Nearly half or more of all voluntary organizations in the sample identify six purposes for which government funding is important; for new or experimental programs, for successful existing programs, for staff salaries, for community educational programs, for the operating costs of organizations other than salaries, and for research activities. (p. 44).

3. Any policy requiring organizations to match all or part of federal government grants would have to be a complex and differentiated one if it is to take account of the great variety of organizations with varying needs and financial capabilities. (p. 47).
4. Most organizations feel that they themselves should report on how they use federal funds or that evaluations should be made by an independent party, rather than by the department or agency making the grant. (p. 50).
5. The overwhelming majority of local organizations would prefer regional to centralized decision-making about federal funding for the voluntary sector. (p. 50).
6. 59 per cent of 185 local organizations answering the relevant question would prefer to be funded by an independent non-governmental organization that is financed by the federal government, rather than directly by government departments and agencies. (p. 53).
7. Very few of the organizations in the sample feel that federal government funding has or would be likely to have negative consequences for their policies or programs. (pp. 59-60).
8. 44 per cent of 174 local organizations do not know what considerations are used by federal government departments and agencies in funding voluntary groups. Smaller proportions name specific considerations, such as the value of the service provided by the organization or political considerations. (p. 60).
9. 53 per cent of 183 local organizations say they express opinions publicly on controversial issues. (p. 61).
10. Half of 223 organizations have made representations to government bodies on controversial issues. (p. 63).
11. A minority of local voluntary organizations are opposed to federal funding of political action groups. Such funding, however, is likely to depend more on the attitudes of grant-giving agencies than on those of groups in the voluntary sector. (pp. 64-66).
12. About one-third of local voluntary groups feel that non-profit groups should be given further tax advantages by the federal government. (p. 66).
13. There is no consensus among local voluntary organizations that volunteers should be allowed a deduction in the federal income tax return for the time they spend in volunteer activities. (p. 68).

14. Only two local organizations feel that governments could do a better job in the fields in which voluntary organizations conduct their activities. (p. 70).
15. Slightly more than half of the local organizations say they have moved into new major areas of activity or developed new foci in recent years. (p. 71).
16. Fund-raising looms far larger as a major problem to organizations than recruiting volunteers, recruiting members, or recruiting staff. (p. 73).
17. Slightly more than a third of local organizations feel it would be helpful if appropriately qualified civil servants could be assigned to work with their staffs for a period of time at the government's expense. 45 per cent feel this would not be helpful. (p. 75).
18. 78 per cent of 214 local organizations say they have helped to make governments aware of new problems or issues. (p. 77).

Introduction

The purpose of this report is to provide the National Advisory Council on Voluntary Action with information obtained from local voluntary organizations in Canada concerning their relations with federal government departments and agencies. A survey of over 300 voluntary associations of various kinds in every region of the country provides the basic data for the report. The mailed self-administered questionnaire which was designed for the survey (see Appendix A) asked various questions concerning the opinions and problems of these organizations in so far as these have a bearing on relations with the federal government. Particular emphasis was given to problems associated with government grants to these organizations.

It is important to note briefly two major limitations of this study. First, in its attempt to reflect the needs of the whole range of types of voluntary organizations, the questionnaire could not adequately reflect the situation of any one type. Included in the net were such diverse types as sports organizations, anti-poverty groups, organizations of artists, and children's aid societies. Community groups engaged in political action directed to a specific, time-bound objective were surveyed along with the more traditional social service agencies which utilize volunteer workers.

Each of these and the other major types of voluntary organizations deserve to be studied in terms of their own special requirements. Unfortunately, however, limitations of time, funds and other resources prohibited such a multi-faceted approach. Instead, an omnibus questionnaire was designed which attempted to focus on problems common to all of them, but enough space was provided for comments at various points in the questionnaire to allow for a more differentiated analysis of the needs and interests of various kinds of associations. The result is a level of generality which represents a compromise between the ideal research situation and the requirements of reality.

The second serious limitation occurs as a result of the speed with which it was necessary to carry through the study. It was only begun toward the end of March, 1976, and the final report was submitted in October. All of the stages of the study - conceptualization, sampling, questionnaire design, mailings, coding, computer processing, analysis, and report writing - which in a study of this scope would ordinarily be spread over at least a year's time, had to be compressed into a period of about six months. Some of the defects of the various stages can be attributed to the time constraints which were unavoidably imposed upon it.

It would also have helped this study if a systematic survey had been done of the literature on the relations between governments and voluntary organizations. Again, limitations of time precluded such a search of the relevant literature. While some of the literature was indeed consulted, and is reflected in the design of the study, it is likely that a more systematic literature search would have proved useful.

The author wishes to thank the many individuals who worked on this study and helped to bring it to completion. Special thanks are due to a fine group of research assistants: Robert Crook, Dennis Conly, Susan Cooperstock, Liviana Mostacci, and Shiraz Dossa. Betty Weinstein, Assistant Director of the National Advisory Council on Voluntary Action, helped in countless ways at every stage of the project. Special thanks are due to the Office of the Secretary of State for assistance with keypunching and processing.

CHAPTER I

The Sample of Organizations

One problem inherent in this study concerns the extent to which the opinions expressed by the organizations can be assumed to "represent" the opinions of all voluntary organizations in Canada. This is essentially a problem of sampling. In order to draw a sample that is in any way representative of the total number of organizations, it would be necessary to know not only how many there are in Canada, but also what their names are and where they are located. Unfortunately, this information does not exist. There is no comprehensive, all-inclusive directory of all such organizations in any province or city, let alone all of Canada. There are indeed lists of various kinds of organizations, but most of these are woefully incomplete. Because of this, it is not possible to draw a representative or random sample in the usual sense. On the basis of discussions with staff members of the National Advisory Council on Voluntary Action, and after some reading of relevant literature, what we did instead was to attempt to draw up lists of various kinds of organizations, and by assigning quotas for each type of organization and each region of the country, we drew our sample accordingly, with no pretense of representativeness.

In addition to the criteria of type of organization and region of the country, a third consideration in drawing the sample involved a distinction between "service" organizations and "advocacy" groups. The category of service organizations was felt to be comprised of the more traditional associations which provide various types of service to the community, such as the YMCA or the Children's Aid Society; they tend to be characterized by professionalism and hierarchical decision-making. Advocacy groups on the other hand include the citizen action and political action groups that have sprung up in recent years across Canada. They do not usually have many professional staff, and decision-making is

typically democratic rather than hierarchical.* One of the interesting questions which this study raises is the effect of government funding on advocacy groups, and especially the question of whether the acceptance of government funds compromises the critical stance taken by these organizations. In drawing the sample, then, attention was directed to including both the service and the advocacy sectors of voluntary organizations in Canada. In fact, although an attempt was made to include about the same number of each, we were unable to locate the names of enough advocacy groups to meet this target. This is partly because of the temporary and ad hoc character of many advocacy groups, which do not make their way into the published sources.

A list of sources from which the sample was chosen follows:

1. Mario Carota, Low Income Citizens Groups, n.d.
2. A Directory of Resources for the Education, Prevention, and Treatment of Alcohol Misuse, Labatts, n.d.
3. Directory of Canadian Welfare Services, Canadian Council on Social Development, 1975.
4. Directory of Canadian Women's Groups, Secretary of State, January 1975.
5. Directory of Canadian Youth Organizations, Secretary of State, 1968.
6. Directory of Low Income Citizens Groups in Canada, National Council of Welfare, June 1975.
7. Directory, United Way, Ottawa, 1975.
8. Brian Land, Directory of Associations, Canadian Library Association, 1973.
9. Life Options Catalogue, Canadian Alternative and Innovative Education, Toronto, 1975.
10. Manual of Social Services in Manitoba, Government of Manitoba, 1975.
11. Recreation Directory, Sports Federation of Canada, 1976.

* This is not the place for a discussion of the philosophical and political significance of service and advocacy groups. A useful background discussion is to be found in a paper prepared for the National Advisory Council by Lucille Poland, "Towards a distinction between 'service' group and 'advocacy' group," 1976, which is reproduced in Appendix C of this report.

In addition, a staff member of the National Advisory Council spent some time at the Canadian Council on Social Development perusing the directories of community groups and services for each city in Canada, making a more or less random selection of those groups which appeared to be voluntary organizations. Questionnaires were also sent to any group that wrote to the National Advisory Council expressing interest in contributing to the thinking of the Council.

It should be noted that in attempting to classify a particular organization according to type (e.g., health, recreational, etc.) and according to whether it was a service or an advocacy group, we often had only the name of the organization to guide us; sometimes the name was explicit enough to permit accurate classification, but often it was necessary to guess. How representative our returned questionnaires would be of these various kinds of groups we could only know after we had the questionnaires in hand and could inspect their replies to those questions which would enable us to classify the organizations.

The following table shows the numbers of service organizations to which questionnaires were sent, by type of organization and by region^{*}:

*The starting point for selecting the sample was a "theoretical" table showing the numbers of organizations we would ideally like to include in the mailing, selected according to the three criteria described above (type of organization, region, service vs. advocacy). The actual numbers chosen departed from these figures because of the difficulties encountered in finding organizations which fit the criteria.

TABLE 1

SERVICE ORGANIZATIONS RECEIVING QUESTIONNAIRES,
BY TYPE OF ORGANIZATION AND REGION

	<u>Ont.</u>	<u>British Columbia</u>	<u>Atlantic</u>	<u>Prairies</u>	<u>Quebec</u>	<u>Total</u>
Health	22	14	9	12	8	65
Socio-economic	5	6	4	4	1	20
Recreation	15	8	6	10	8	47
Arts	19	9	11	19	2	60
Cultural/Ethnic	16	6	6	14	6	48
Ecological	6	4	3	6	0	19
Housing/habitation	1	2	0	1	0	4
Women's	10	5	6	6	2	29
Men's	4	0	0	0	2	6
Education	10	4	6	6	0	26
Fund-raising/Co-ordination	16	10	6	8	5	45
Older Persons	4	4	2	1	1	12
Legal aid/Civil Liberties	2	2	1	1	0	6
Agriculture	2	1	1	1	1	6
Transportation	1	0	0	1	0	2
Communications	1	5	1	2	1	10
Employment	2	0	0	0	0	2
Corrections	6	7	4	0	1	18
Family	6	6	4	7	1	24
Science	1	2	0	0	0	3
International	3	3	0	0	0	6
Religion	4	6	2	3	0	15
Volunteer Co-ordination	6	7	1	1	1	16
Miscellaneous	9	7	1	2	3	22
Totals	171	118	74	105	43	511

Table 2 provides the corresponding data for advocacy groups.

TABLE 2

ADVOCACY ORGANIZATIONS RECEIVING QUESTIONNAIRES,
BY TYPE OF ORGANIZATION AND REGION.

	<u>Ont.</u>	<u>British Columbia</u>	<u>Atlantic</u>	<u>Prairies</u>	<u>Quebec</u>	<u>Total</u>
Health	5	4	2	1	0	12
Socio-economic	7	6	5	6	2	26
Recreation	0	0	0	0	0	0
Arts	12	5	1	0	2	20
Cultural/Ethnic	12	2	2	10	4	30
Ecological	5	2	0	2	0	9
Housing/Habitation	6	9	4	5	0	24
Women's	8	6	2	8	3	27
Men's	0	0	0	0	0	0
Education	6	0	1	0	0	7
Fund raising/Co-ordination	0	0	0	0	0	0
Older persons	2	0	0	0	0	2
Legal aid/Civil liberties	0	1	7	1	0	9
Agriculture	0	0	0	0	0	0
Transportation	0	0	0	0	0	0
Communications	1	7	0	3	0	11
Employment	4	1	2	0	0	7
Corrections	3	1	1	0	0	5
Family	3	1	3	0	0	7
Science	0	0	0	0	0	0
International	0	0	0	1	0	1
Religion	0	0	0	0	0	0
Volunteer co-ordination	0	1	0	0	0	1
Miscellaneous	13	10	7	3	3	36
Totals	87	56	37	40	14	234

Thus, the total of questionnaires mailed was 745, of which 511 (68.6 per cent) went to organizations we thought to be service groups, and 234 (31.4 per cent) to organizations we classified as advocacy groups. The distribution of questionnaires by region was as follows: Ontario, 258 (34.6 per cent); British Columbia, 174 (23.3 per cent); Atlantic, 111 (14.9 per cent); Prairies, 145 (19.5 per cent), and Quebec, 57 (7.7 per cent). The small number of questionnaires which were sent to organizations in Quebec is explained by the fact that the National Advisory Council had commissioned a separate study of French language organizations in Quebec. Questionnaires were therefore mailed only to groups in that province which served primarily English speakers. The proportion of such organizations in Quebec to the total of voluntary organizations in that province is of course quite small.

Questionnaires were mailed out on June 2, 1976, together with a covering letter. On June 28, a follow-up letter was sent to organizations that had not yet returned their questionnaires, and in the last two weeks before the deadline for receipt of questionnaires, telephone follow-ups were made to as many of the remaining organizations as possible.

Of the 745 questionnaires sent out across the country, 43 were returned by the post-office either because the addresses were incorrect or the organizations were now defunct, thereby reducing the number of possible replies to 702. Of that number, completed questionnaires were received from 351 organizations, or exactly 50 per cent. Of the 351 replies, however, 44 were returned after the deadline for receipt of questionnaires and too late to be included in the processing. That left 307 processed questionnaires, although comments written into the late questionnaires were read and are taken into account in the discussion of qualitative materials which appears in this report.

We turn now to the characteristics of the organizations which returned questionnaires. First, it was necessary to reduce the number of types of organizations because of the small number of returned questionnaires which fit the original categories. Some of these original categories were subsumed under one or another of

the new set of categories. Thus, under the new category, "welfare services", we included organizations which are engaged in such diverse activities as family and counselling services and work on behalf of low income persons; however, the broad scope of this category is indicated by the fact that it includes groups which are concerned with serving as a liaison between marginal persons and the police, providing a place where marginal people will not be hassled, the reconstruction of substandard housing, the protection of consumer interests or of labour union interests, providing employment opportunities for young people, and the position of women in society. This category is obviously an omnibus category, much too broad because it conceals the variety of concerns which it encompasses. A much larger number of returned questionnaires would have been required, however, to undertake a more differentiated discussion of these organizations.

The category of "health" organizations includes groups concerned with both physical and mental health, working with retarded children, and crisis intervention, but it does not include groups engaged in fund-raising for health purposes, which are in the "fund-raising" category. The "miscellaneous" category includes a wide assortment, such as groups concerned with promoting lawful trade, creating a better business environment, international affairs, educational activities, legal aid, public affairs, historical interests, religious activities, and agricultural programs. Again, the number of any one of these sub-types was so small that it did not make sense to create separate categories. The number and percentage of organizations in each category is shown below in Table 3:

TABLE 3

ORGANIZATIONS COMPLETING QUESTIONNAIRES, BY TYPE

	<u>Number</u>	<u>Per cent</u>
Welfare services	67	22
Fund raising	20	7
Health	28	9
Promoting the arts	36	12
Recreation	13	4
Ethnic/cultural groups	12	4
Senior citizens	5	2
Community planning and research	17	5
Volunteer co-ordination	20	7
Ecological-environmental	13	4
Youth work, including scouting, character-building, etc.	16	5
Miscellaneous groups	38	12
Not ascertainable	22	7
Totals	307	100

Unfortunately, however, although the questionnaire was intended only for local, regional, or provincial organizations rather than national ones, it turned out that some of the organizations completing questionnaires were indeed national in character. This result appears to have occurred for two reasons: first, it was difficult to tell, from the names of the organizations which were turned up in the sample, that they were in fact national associations, and second, some of the local organizations sent their questionnaires on to their national offices for completion. Thus, of the 307 questionnaires returned, 251 were from "local" organizations, 53 from national organizations, and in three cases it was not possible to ascertain whether the organizations were in one or the other category.

Table 4 shows the distribution of local organizations by type; the "not ascertainable" category is excluded here.

TABLE 4

LOCAL ORGANIZATIONS COMPLETING QUESTIONNAIRES, BY TYPE

	<u>Number</u>	<u>Per cent</u>
Welfare services	59	26
Fund raising	17	7
Health	20	9
Promoting the arts	34	15
Recreation	5	2
Ethnic/cultural groups	9	4
Senior citizens	4	2
Community planning/research	16	7
Volunteer co-ordination	17	7
Ecological/environmental	10	4
Youth work	10	4
Miscellaneous	30	13
Totals	231	100

It is possible to make a rough comparison between the distribution of types of organizations in the mailing with the distribution of these types among the returned questionnaires, but only for those categories that are still comparable in the two sets of figures. Table 5 provides this comparison.

TABLE 5

PERCENTAGE DISTRIBUTION OF COMPARABLE TYPES OF ORGANIZATIONS
AMONG THOSE RECEIVING QUESTIONNAIRES
AND LOCAL ORGANIZATIONS RETURNING THEM

	Sample %	Returns %
Health	22	18
Arts	26	31
Cultural/Ethnic	22	8
Fund-raising	13	15
Senior citizens	4	4
Volunteer co-ordination	5	15
Ecological/environmental	8	9
Total %	100	100
Total number	(350)	(111)

As we can see, in only two of these categories are the percentages widely apart. Returned questionnaires from cultural/ethnic groups were far below the proportion of this category in the mailing, and groups engaged in volunteer co-ordination which returned questionnaires were far above. It is difficult to explain the low returns among cultural/ethnic groups without further information; it is possible that some native people's organizations were distrustful of the survey. On the other hand, the relatively high returns among groups engaged in volunteer co-ordination may be partly explained by the fact that these are agencies which typically have enough paid staff who are sufficiently concerned with federal government grants that they were motivated to complete the questionnaires and return them. We shall have occasion later to examine the number of paid staff in various types of organizations.

What about the distribution of returned questionnaires by region? Omitting two returns from the Northwest Territories and the Yukon and 47 questionnaires for which the regional location is not ascertainable, we find a remarkably close correspondence in the proportions of those receiving and those returning questionnaires, as Table 6 shows.

TABLE 6

PERCENTAGE DISTRIBUTION BY REGION AMONG THOSE
RECEIVING QUESTIONNAIRES AND LOCAL ORGANIZATIONS RETURNING THEM

	<u>Sample</u> <u>%</u>	<u>Returns</u> <u>%</u>
Ontario	35	32
British Columbia	23	25
Atlantic provinces	15	15
Prairies	19	23
Quebec	8	5
Total per cent	100	100
Total number	745	256

The questionnaire also asked for the size of the city or town in which the organization is located. Table 7 shows the percentage distribution by size of place. (Percentages add to 102% because of rounding).

TABLE 7

POPULATION SIZE OF TOWNS AND CITIES IN WHICH
LOCAL ORGANIZATIONS ARE LOCATED, PERCENTAGE DISTRIBUTION

<u>Population</u>	<u>Per cent</u>
Up to 15,000	5
15,000 to 99,999	15
100,000 to 199,999	14
200,000 to 499,999	15
500,000 to 999,999	21
1,000,000 to 1,999,999	15
2,000,000 or more	17
Total per cent	102%
Total number	214

Because of the nature of the lists from which the sample was drawn, returned questionnaires tended to come from larger centers, 53 per cent coming from cities with 500,000 persons or more. However, as the distribution above indicates, there was a fair scatter of replies from places of various size.

As for the comparison between mailed and returned questionnaires with respect to the "service" and "advocacy" types of organizations, this is more difficult to ascertain. Question 21 asked whether the organization was engaged in activities involving advocacy (for example, of law reform or anti-pollution measures), in social or community action, in political action, or in none of these. 40% of all organizations (national and local) said they were engaged in advocacy, 62% were engaged in social or community action, 17% in political action, and 25% in none of these. These figures, however, are not especially meaningful and do not help us to distinguish between organization which are primarily service oriented and those that are action oriented; for example, even an organization which spends one percent of its time advocating something could quite accurately say it is engaged in advocacy.

More to the point, then, is the proportion of an organization's efforts which are devoted to such activities, and part of Question 21 asked for this information. In Table 8 we can see what percentages of their efforts local organizations reported devoting to advocacy, social or community action, or political action, for the 175 local organizations for which we have answers to this question.

TABLE 8

PERCENTAGE OF EFFORTS DEVOTED TO ADVOCACY,
SOCIAL OR COMMUNITY ACTION, OR POLITICAL
ACTION, LOCAL ORGANIZATIONS ONLY

<u>Percentage of efforts</u>	<u>Per cent distribution</u>
0%	38
1-19%	19
20-39%	9
40-59%	8
60-79%	11
80% or more	15
Total per cent	100
Total number	175

If we recall that 31 per cent of the mailed questionnaires were assumed to be going to "advocacy" groups, then it is encouraging that 34 per cent of the returns from local organizations were from groups which said they spent 40 per cent or more of their time in such activities. We are led to conclude that it is quite likely that a reasonable number of advocacy groups did in fact complete returns. If we take the higher figure of 60 per cent or more of time spent in such activities as our criterion of groups primarily engaged in advocacy, then 26 per cent of the local organizations meet this more stringent standard. It does not of course follow that all of the groups we thought to be advocacy groups satisfy these levels of advocacy activities, or that all of the service groups do not, but we can be reasonably confident at least that between 26 and 34 per cent of our returned questionnaires are from local advocacy groups. Later, we shall analyze the types of advocacy in which these groups are engaged, and we shall also see how these groups relate to other questions with which this study is concerned.

We shall turn briefly now to a description of several other characteristics of the organizations which returned questionnaires.

Of the 241 local organizations which answered the relevant question, 133 (55%) have duespaying members; 92 of 218 organizations, or 42 per cent, have members who do not pay dues; 210 of 237 organizations, or 89 per cent utilize volunteer workers, and 161 of 226 organizations, or 71 per cent serve various kinds of clients. Many organizations have both volunteers and clients, or duespaying and non-duespaying members, and so on.

Most organizations have one or more paid staff: 192 local organizations have paid staff, 137 with one to nine paid staff members, and 8 with 100 or more. Of the 48 national organizations which answered the relevant question, 23 have from one to nine paid staff and 6 have 100 or more. About one-fifth of the local organizations have no paid staff. We shall be utilizing the number of paid staff later as a measure of the size of an organization.

Of the 238 local organizations which answered the relevant question, 80 are unaffiliated to other organizations, 116 are independent but affiliated to other organizations, 33 are branches of larger organizations, and 9 are co-ordinating councils.

Of the 250 local organizations answering the relevant question, 107 have had no funds from any federal government department or agency in the last five years, and 143 have had such funds. Of the 143, 75 (52%) received grants in 1976. Of 46 national organizations, 37 (80%) received grants in 1976.

Finally, of the 241 local organizations for which we have the requisite information, 97 of the questionnaires, or 40% were completed by officers who were volunteers, and 144, or 60%, were completed by paid officials.

CHAPTER 2

A Closer Look at the Characteristics of Local Voluntary Organizations

1. Ages of the various types of organizations

Certain of the types of local voluntary organizations in Canada are clearly older than others. For example, 24 per cent of the 55 organizations engaged in fund raising compared to 53 per cent of the 34 organizations engaged in promoting the arts are one to nine years old.

Table 9 shows the percentages of organizations that are one to nine years old, and of those that are 30 or more years old. The number of organizations to which the percentages refer is shown in brackets beside each type.

TABLE 9

PERCENTAGES OF TYPES OF ORGANIZATION
IN TWO AGE CATEGORIES,
LOCAL ORGANIZATIONS ONLY

	1-9 years old %	30 or more years old %
Welfare services (55)	55	22
Fund raising (17)	24	24
Health (20)	40	20
Promoting the arts (34)	53	9
Recreation (4)	50	0
Ethnic/cultural (9)	67	11
Senior citizens (3)	33	33
Community planning (16)	37	31
Volunteer co-ordination (15)	87	13
Ecological/environmental (10)	50	20
Youth work (10)	40	20

Some of these percentages should be read with caution, as the number of organizations to which they refer is sometimes quite small (e.g., recreation, 4 organizations, and senior citizens, 3 organizations). The large proportion of relatively new organiza-

tions providing welfare services is somewhat misleading because this category includes an amalgam of both older, more traditional organizations as well as newer types, such as those concerned with the position of women in society.

It is evident, however, that organizations devoted to volunteer co-ordination, promoting the arts, and ecological and environmental issues are newer to the Canadian scene than other types. That organizations engaged in recreational programmes are also relatively new is suggested both by the data and by what professionals in the volunteer field already know, but because of the small number of returns from such groups, the statistical reliability of the percentage is rather weak.

2. Publics served

As indicated earlier, 133 of the 241 local organizations that answered Question 3, or 55 per cent, said they have duespaying members. Of these organizations, 128 provided membership figures: 58 (45%) have fewer than 200 members; 19 (15%) have between 200 and 399 members; 17 (13%) have between 400 and 999 members; 8 (6%) have from 1,000 to 1,999 members, and 26 (20%) have 2,000 members or more. In contrast, 24 of the 44 national organizations reporting membership figures, or 55%, have 2,000 or more members. Clearly, a large proportion of the local organizations which have duespaying members have relatively small memberships, but this is not necessarily indicative of the size of these groups because some organizations with duespaying members also serve other types of publics, like non-duespaying members or clients. Of the 126 local organizations with duespaying members which also provided information as to provincial location, 29 (23%) are in Ontario and 37 (29%) are in British Columbia.

Non-duespaying members are to be found in 92 (42%) of the 218 local organizations which answered the relevant portion of Question 3. Of the 85 such organizations which reported numbers of non-duespaying members, 42 (49%) have fewer than 50 non-duespaying members; 10 (12%) have 50 to 99; 10 (12%) have 100 to 199; 18 (21%) have 200 to 1,999, and 5 (6%) have 2,000 or more. Exactly half of

the 24 national organizations have 2,000 or more non-dues-paying members. Of the 88 local organizations with non-dues-paying members which provided information as to location, 25 (28%) are in Ontario, and 27 (31%) are in British Columbia.

Of 237 local organizations answering the relevant portion of Question 3, 210, or 89%, utilize volunteer workers. Of the 210, 192 provided information as to numbers of volunteers: 21 (11%) have from one to nine volunteers; 46 (24%), from 10 to 24; 42 (22%), from 25 to 99; 51 (27%), from 100 to 499, and 32 (17%), 500 or more volunteers. Of the 40 national organizations providing numbers of volunteers, 19 (47%) have 500 or more. It would appear obvious that of all the organizations receiving questionnaires, a great many of those which utilize volunteers were motivated to return them, probably because these organizations are more concerned than others with federal funding. By provincial location, 54 (27%) of 200 local organizations utilizing volunteers are in Ontario, and 56 (28%) are in British Columbia.

Finally, 161 of 226 local organizations, or 84 per cent, report that they have clients. Of the 161, 125 report the numbers of clients: 18 (14%) have fewer than 50 clients; 22 (18%) have from 50 to 199; 35 (28%) have from 200 to 999; 13 (10%) have from 1,000 to 1,999 and 37 (30%) serve 2,000 or more clients. In contrast, 11 of 18 national organizations, or 61 per cent, serve 2,000 or more clients. But even in the case of the local organizations, a very high proportion serve very large numbers of clients. Again, of those returning questionnaires, Ontario and British Columbia have the largest proportions of organizations serving clients: of a total of 156 indicating provincial location, 43 are from Ontario and the same number from British Columbia (28% each).

Other types of publics are served by 33 local organizations, but respondents provided little information about these.

3. Numbers of paid staff

We have already given some indication in Chapter 1 of the numbers of paid staff in local voluntary organizations, Table 10 provides the necessary figures.

TABLE 10

PERCENTAGE DISTRIBUTION OF LOCAL ORGANIZATIONS
BY NUMBER OF PAID STAFF MEMBERS

<u>Number of paid staff</u>	<u>Per cent</u>
1 to 9	71
10 to 19	12
20 to 49	8
50 to 99	4
100 or more	4
Total per cent	99
Total number	192

It is clear that by far the great majority of local organizations have small paid staffs: 83 per cent have fewer than 20 paid staff members. The number of paid staff is by no means a perfect indication of the size or scope of an organization, especially as many organizations engage volunteers to do the kinds of work that would otherwise be done by paid personnel. Nevertheless, the size of the paid staff may serve as a reasonable measure of size. To test this hypothesis, the size of staff was related to the numbers of the various types of publics served by the local organizations. Thus, 77 per cent of the organizations with fewer than 20 paid staff have fewer than 1,000 duespaying members, while all of the organizations with 100 or more paid staff have 1,000 or more members. The same pattern is to be found with respect to other types of publics served:

--94 per cent of the organizations with fewer than 20 paid staff have fewer than 2,000 non-duespaying members; of the 3 organizations with 100 or more paid staff which have duespaying members, 2 have 2,000 or more such members.

--55 per cent of the organizations with fewer than 20 paid staff utilize fewer than 20 volunteers, while 6 out of 8 organizations with 100 or more paid staff utilize 100 or more.

--62% of the organizations with fewer than 20 paid staff have fewer than 1,000 clients, while 5 out of 7 with 100 or more paid staff have 1,000 or more.

We can say, then, that the number of paid staff is rather clearly related to the size of the publics served by local voluntary organizations, and, accordingly, we shall use this measure of "size" whenever we wish to relate certain of the characteristics of organizations or their opinions to their size.

4. Affiliations with similar organizations

Question 5 asked whether the organization was affiliated to other organizations with similar aims. As reported earlier, of the 238 organizations which answered this question, 34 per cent said they had no affiliation, 14 per cent were branches of larger organizations, 49 per cent said they were independent groups which had affiliations to other organizations, and 4 per cent were co-ordinating councils. There appears to be little relation between the number of paid staff and the affiliations of these organizations, except for the slightly greater likelihood that organizations with one to nine paid staff members are branches of larger organizations than are organizations with large numbers of staff members. Thus, 16 per cent (of 130) organizations with one to nine staff members are branches, compared to one organization of the eight (13%) which have 100 or more staff members; the percentage difference between these two categories, however, is too small to be taken as a reliable indication of a real difference between them, though common sense would suggest that small organizations are more likely to be branches than large ones.

5. Boards of directors

Question 6 asked how boards of directors were selected, Of the 224 local organizations which have boards and answered the question, 149 (67%) said their boards were elected, 22 (10%) said they were appointed, and 53 (24%) said some board members were elected and some appointed. There were also 22 organizations which said they had no boards. There is a somewhat greater likelihood that organizations with more paid staff will have boards which are entirely elected: 60 per cent of organizations with one to 49 staff members have elected boards, compared to 75 per cent of those with 50 or more staff members. Twenty (12%) of organizations with one to 49 staff members have appointed boards, compared to 1 (6%) of the 16 which have 50 or more staff members. All 11 organizations which have no boards have fewer than 20 paid staff members.

6. Sources of funds

Question 9 listed 12 sources of funds and asked the organizations to rank the importance of these sources, "1" for the largest source, "2" for the next largest, and so on. Some respondents gave the same ranking to more than one source, and many gave no ranking to those sources which were of no importance to them. In Table 11, the sources of funds are ordered according to the number who ranked each source as being either the largest or the next largest source, i.e., who gave the source a ranking of 1 or 2. The first column shows the number who ranked the source first or second, the second column gives the percentage that this number represents in relation to all those who gave the source any ranking, and the third column shows the total number who mentioned (ranked) the source at all.

TABLE 11

NUMBER OF LOCAL ORGANIZATIONS RANKING SOURCE OF FUNDS AS EITHER 1st OR 2nd IN IMPORTANCE, PERCENTAGE OF NUMBER MENTIONING THE SOURCE RANKING IT AS 1st OR 2nd, AND THE TOTAL NUMBER MENTIONING EACH SOURCE AS BEING OF ANY IMPORTANCE

<u>Source of funds</u>	<u>No. ranking source 1st or 2nd</u>	<u>Per cent of those assigning any rank to source</u>	<u>Total number assigning any rank to source</u>
Provincial governments	87	76%	114
Public fund campaigns	59	73%	81
Federal government	49	56%	88
Membership dues	35	38%	92
Local governments	26	37%	70
Sales of merchandise	18	37%	49
Business firms	16	27%	59
Parent bodies	16	84%	19
Donations from members	15	17%	87
Foundations	14	23%	60
Participation fees	13	28%	47
Investments	11	19%	58

Clearly, provincial governments are far and away the major source of funds for local organizations. Not only do many more organizations mention the provincial government as a source of funds than they do any other source, but the proportion of these which rank this source first or second is the highest of all as well. Public fund-raising campaigns are next in importance, 59 organizations ranking this source as being either first or second as a major way of obtaining funds. The Federal government is third in importance, with 49 first or second choices. While membership dues are also important, from here the number of first and second choices begins to tail off. In fact, the number of organizations which rank the first three listed sources as being either first or second in importance is 195, compared to 164 which give this ranking to the remaining eight sources.

In contrast to the local organizations, the federal government is the leading source of funds for national organizations, with 23 of 34 organizations, or 68%, ranking this source as being either first or second in importance. Membership dues rank next, with 21 of 37 national organizations, or 57%, designating this source as first or second. All other sources fall far behind these two for the national organizations.

If we examine the figures for local organizations to take the the number of paid staff members into account, the rank order of importance of the various sources of funds remains unchanged. The first three categories listed are still the most important for organizations with one to nine paid staff members as well as for organizations with 50 or more paid staff. For the small organizations, the number listing the three sources as being either first or second in importance is as follows: provincial governments, 56; public fund-raising campaigns, 43, and the federal government, 29. Membership dues follows close behind, with 28 first or second rankings, and local governments are given 21 such rankings. In fact, the first three categories of sources taken together are given a total of 128 first and second ranking, compared to 117 for all the rest combined. While the number of larger organizations, with 50 or more paid staff, is much smaller, the pattern is very much the same.

We may also look briefly at the importance of funding from the federal government by region. Of 20 local organizations in the Atlantic Provinces which give any ranking to the federal government as a source of funds, 15, or 75%, rank this source first or second in importance. In Quebec, only three organizations mention the federal government as a source of funds, and none of these rank the federal government first or second in importance; it should be remembered, however, that the total number of organizations from Quebec to which questionnaires was sent was very small. In Ontario, of 33 organizations which mention the federal government as a source, 17, or 52%, rank this source first or second. In the prairie provinces, the number assigning this ranking is 11, or 52% of the 21 organizations mentioning the federal government, and in British

Columbia, the corresponding figures are 19 out of 30, or 63%. Considering the distance of the Atlantic Provinces and British Columbia from Ottawa, the federal government as a source of funds is no less important to organizations in these provinces than to those located closer to the national capital.

For most local organizations of whatever size or location, it would appear that the federal and provincial governments are major sources of funds without which the very viability of the entire voluntary sector would be seriously jeopardized. To put this matter differently, unless voluntary organizations can increase their funding from other sources very considerably, it is quite likely that their existence as they are now constituted would be threatened.

7. Grants from the federal government in the last five years

Question 14 asks whether the organization has received a grant from a federal government department or agency in the past five years and includes a further inquiry as to the year or years in which such grants were given. As some organizations answering the question received grants in more than one year, the total number of responses is somewhat greater than the number of organizations that answered the question. Of the 250 responses, 107 received no grants in the last five years. One received a grant but did not specify the year. Six were given grants in 1972, 7 in 1973, 15 in 1974, 39 in 1975, and 75 in 1976.

We may next examine the local organizations that did and did not receive grants according to various characteristics of the organizations. In regard to the purpose of the local organizations, the highest percentages of organizations that have had no grants are those concerned with ecology/environment (70%), health (60%), fund raising (59%), and youth work (50%). The lowest percentages receiving grants in 1976 were ecology/environment (10%), health (15%), fund-raising (18%), and welfare services (27%). It should be noted, however, that the welfare services category covers many kinds of organizations, so we cannot ascertain which types within this grouping did or did not receive grants. It is clear, however, that organizations concerned with ecology/environment, health, and

fund-raising either do not apply for grants or are low in the priorities of grant-giving departments or agencies. The numbers of organizations in certain of the categories are too small to allow for comparisons of percentages, namely recreation, ethnic/cultural groups, and senior citizens.

As far as size of organization is concerned, as measured by the number of paid staff, the one striking finding is that those local organizations with from one to nine paid staff members have had the lowest proportion of grants. Of the 136 responses, 44 per cent said they had had no grants over the last five years, while the other size categories range from 25 to 37 per cent receiving no grants. Again, 27 per cent of the responses of organizations with one to nine paid staff received grants in 1976, compared to higher percentages for the others, ranging from 31 to 63 per cent. It would appear that the smaller organizations either did not apply for grants or were given less support when they did. If the National Advisory Council on Voluntary Action is concerned with the financial viability of the smaller organizations and agencies, this is a matter which may require further inquiry.

By region, the proportion of local organizations that did not receive grants in the last five years is remarkably similar, with one exception, ranging from 41 per cent in Ontario and British Columbia to 44 per cent in the prairie provinces. The Atlantic provinces differ slightly: there, 36 per cent of organizations did not receive grants. On the other hand, there was some considerable variation in the proportions receiving grants in 1976, ranging from 24 per cent (of 59 responses) in the prairie region to 44 per cent (of 39) in the Atlantic provinces. Four of twelve responses from Quebec, or 33 per cent, said they received grants in 1976; 30 per cent (of 64) did so in Ontario, and 29 per cent (of 63) were given grants in British Columbia. Over the last five years taken together as well as in 1976, the Atlantic provinces appear to have fared somewhat better than the rest.

Question 14 also asks whether organizations applied to more than one federal government department or agency for any of the grants they were given. Most local organizations applied to only one department or agency, but there is some variation in this respect according to the size of the organization as measured by the number of paid staff members. In the case of smaller organizations, with from one to 19 paid staff, 31 of 86 organizations, or 36 per cent, applied to more than one department, but in the case of organizations with 20 or more paid staff, 13 of 21, or 62 per cent, applied to more than one department. It would appear from this that the larger organizations have more information about sources of grants from the federal government.

Another part of Question 14 asked about the sources from which local organizations learned about the availability of the grants they have received. Personal contacts are the most important source; 64 of 176 organizations, or 36 per cent, gave this response. About 27 per cent obtained this information from government publications, and the same percentage learned about grants from another organization or another branch or parent organization. Whether an organization has no affiliation with other organizations, is a branch of a larger organization, or is an independent affiliate, personal contacts rank first in importance. Government publications are the second most important source for organizations with no affiliation, while for branches and independent affiliates, another organization or another branch or parent organization is second in importance.

Organizations were also asked in Question 14 whether they experienced any of a series of specified difficulties in obtaining their grants. Of 117 local groups answering this question, 51, or 44 per cent, experienced long delays in receiving responses to correspondence or telephone calls, while 28 per cent experienced difficulties in obtaining information as to where grants are available or how to apply for them. Sixteen per cent had difficulties in arranging meetings with government officials, and 12 per cent said they had other difficulties. The same rank order of difficulties applies whether the organization has no affiliation, is an independent affiliate, or a co-ordinating council. Branches of larger

organizations mentioned delays in responses most frequently and the other difficulties with equal frequency.

The one type of difficulty that begs for a straightforward solution concerns the availability of information as to where grants are available and how to apply for them; an obvious solution would be to provide a comprehensive publication about government grants, a where-to-go and how-to-do-it manual published regularly with updated information by an appropriate department, such as the Department of the Secretary of State.

8. Changes in total funding from federal government

Question 15 asked whether total funding from the federal government has decreased or increased over the last five years. Of 120 local organizations answering the question, 37 per cent said their funding had declined, 27 per cent saying it had declined greatly. Thirty per cent said their funding had neither risen nor fallen, and about 33 per cent said it had increased. On the other hand, of the 43 national organizations, only 14 per cent reported a decline, while 53 per cent said their funding had increased. National organizations appear to have done better over time than local organizations.

There is no clear relationship between the number of paid staff in local organizations and the pattern of decreases and increases in funding. By region, local organizations in the Atlantic provinces report the smallest decline (20% of 20 organizations). The corresponding figures for the other regions are: 37 per cent of 35 organizations in Ontario; 37 per cent of 27 organizations in the prairie provinces, and 50 per cent of 32 organizations in British Columbia. One out of five organizations in Quebec reports a decline. British Columbia organizations also report the smallest percentage of increase, 19 per cent of 32 organizations. All of the other regions report increases of 40 per cent, except for the Atlantic provinces, for which the figure is 35 per cent. Thus, while the Atlantic provinces experienced both the smallest declines and the smallest increases in federal funding, they also had the largest percentage reporting no change in funding (45%).

9. Percentage of funding from federal government

Question 16 asks what percentage of their total current budget organizations receive from the federal government. Table 12 shows the percentages reported by both national and local organizations. Those receiving no funds are not included in the table.

TABLE 12

PERCENT OF TOTAL CURRENT BUDGETS
RECEIVED FROM FEDERAL GOVERNMENT,
NATIONAL AND LOCAL ORGANIZATIONS.

<u>Percent received</u>	<u>National Organizations</u> %	<u>Local Organizations</u> %
1 to 9%	33	26
10 to 24%	7	21
25 to 49%	17	24
50 to 74%	23	17
75% or more	20	13
Total percent	100	101
Total number	40	72

It can be seen from this table that a higher proportion of national than of local organizations received both very small and very large percentages of their budgets from the federal government. About 43 per cent of national organizations received 50 per cent or more of their budgets from the federal government compared to 30 per cent of local organizations.

By region, the percentages of local organizations receiving half or more of their budgets from the federal government varies from 25 per cent for British Columbia to 36 per cent for the Atlantic provinces. In fact, more organizations in the Atlantic provinces receive half or more than in any other region, the total number of such organizations in the Atlantic provinces being eight. While this finding is consistent with other observations made earlier concerning the favoured position of the Atlantic provinces with respect to federal funding, the numbers of organizations in each region receiving half or more of their funds from Ottawa is

is too small to allow for a reliable comparison of percentages.

As for the proportions of local organizations receiving less than 25 per cent of their budgets from the federal government, these range from 23 per cent for the Atlantic provinces to 100 per cent for Quebec. In fact, all five organizations in Quebec which receive any funds from the federal government receive only between one and nine per cent of their budgets from this source. This would suggest that English-language organizations in Quebec either do not apply for more funds or they are subject to a very low priority in federal government funding. The percentages of organizations receiving 25 per cent or less in the other regions are: prairie provinces, 27 per cent; British Columbia, 45 per cent, and Ontario, 58 per cent.

When controlled for the number of paid staff, there is no clear pattern among local organizations with respect to the percentages of their budgets which come from the federal government. Size of organization does not appear to have a bearing on the amount of financing received from this source, although a larger sample could conceivably have altered this picture.

Among those local organizations which experienced a decrease in federal funding over the last five years, 8 (53%) were receiving less than 25 per cent of their budgets from this source, compared with 3 (20%) that were receiving half or more of their budgets from Ottawa. Among those experiencing an increase in federal funding, 9 (33%) were currently receiving less than 25 per cent from this source and 10 (37%) were getting more than half their budgets from Ottawa.

10. Knowledge of grant-giving federal departments and agencies

Question 19 asked respondents to name those departments and agencies of the federal government that provide grants to organizations of their type. Because of time constraints and the processing difficulties that would be encountered, no attempt was made to ascertain whether the departments and agencies named do in fact provide such grants. It is possible, however, to ascertain how many departments and agencies the respondents could name, and

this may be taken as a rough measure of their familiarity with these grant-giving sources, though we shall have more to say later about the adequacy of this measure. Of 49 national organizations answering this question, 75 per cent were able to name from one to three such sources in the federal government; of the 222 local organizations, the percentage that could name one to three organizations is exactly the same, 75 per cent. However, the similarity ends there, for 25 per cent of the national organizations were able to name four or more such sources compared to 5 per cent of the local organizations, and none of the national organizations said they did not know any that made grants, compared with 20 per cent of the local organizations claiming to lack such knowledge. It is entirely possible that many local organizations in Canada do not receive grants because they do not even know where to apply for them.

By regions, omitting Quebec, Ontario respondents have the most knowledge of grant-giving agencies, and British Columbia the least. Nine per cent of Ontario local organizations could name four or more departments or agencies compared to three per cent in the Atlantic provinces and two per cent each in the prairies and British Columbia. Fifteen per cent of Atlantic provinces respondents could name no departments or agencies, compared to 20 per cent in Ontario, 18 per cent in the prairies, and 21 per cent in British Columbia. In Quebec, there were only 11 responses from local organizations; of these, 10 could name from one to three departments and one could name four or more.

The number of paid staff in local organizations does not appear to have a bearing on the number of grant-giving departments named; there is a slight suggestion in the data that organizations with 50 or more paid staff are less likely not to know of any grant-giving departments or agencies, but the number of such organizations is too small to lend much credence to this finding. Surprisingly, neither is there a relationship between the percentage of funds local organizations are currently receiving from the federal government and their ability to name departments and agencies which give grants. It may well be the case that those orga-

nizations that receive more funds do in fact have a better knowledge of which departments give grants to organizations of their kind, but this does not mean that they will necessarily be able to name a larger number of grant-giving departments. In other words, we cannot be certain that the number of organizations named is a good measure of the amount of accurate knowledge they have, although the failure to name any department or agency may be taken as a clear indication of lack of knowledge. In this latter respect, the national organizations are certainly more knowledgeable than the local ones, as we have shown above.

11. Incorporation as a voluntary non-profit organization, and knowledge of tax advantages.

Question 25 asked whether the group is incorporated as a voluntary non-profit organization, and whether the respondent knows of any tax advantages that are available to such organizations.

Of the 53 national organizations, 89% per cent were incorporated, compared to 79 per cent of the 235 local organizations answering this question. These high percentages indicate clearly that we did not receive many questionnaires from smaller, unincorporated voluntary organizations. While there appears to be a slight tendency for a higher proportion of local organizations with larger numbers of paid staff members to be incorporated than of those with smaller paid staffs, this relationship is not very marked.

As to knowledge of tax advantages, 85 per cent of the 48 national organizations know of such benefits, compared to 53 per cent of the 221 local organizations. This figure of 53 per cent rises slightly to 57 per cent of 177 local organizations that are incorporated, but, surprisingly, as many as 38 per cent of the 42 unincorporated organizations also know of tax advantages. Even more astonishing is the fact that as many as 43 per cent of the incorporated local organizations say they do not know of any tax benefits. This finding would suggest a need for the dissemination of such information to local voluntary organizations.

There is also some variation in knowledge of tax benefits by type of organization. Thus, 74 per cent of the 31 organizations concerned with promoting the arts have such knowledge, compared to

73 per cent of the 15 organizations concerned with community planning and research, 56 per cent of the 18 organizations in health fields, 53 per cent of the 15 organizations involved in volunteer co-ordination, 44 per cent of the 9 organizations in youth work, 43 per cent of the 7 concerned with ecological and environmental issues, 40 per cent of the 52 concerned with a great variety of welfare services, and 39 per cent of the 13 fund-raising organizations. Percentages for those types with smaller numbers of cases would be misleading.* The range of variation in such knowledge is thus from 39 per cent to 74 per cent, a very considerable spread, again indicating that many organizations could benefit from a better dissemination of information about tax advantages.

As for the relationship between the number of paid staff and knowledge of tax benefits for incorporated organization, the greater the number of paid staff, the greater the knowledge. Of the 121 local organizations with from one to nine paid staff members, 54 per cent have such knowledge, compared to 64 per cent of the 22 organizations with 10 to 19 paid staff, 60 per cent of the 15 organizations with from 20 to 49 paid staff, and 100 per cent of the 12 organizations with 50 or more such staff.

We turn now to a fuller discussion of local organizations in Canada concerned with advocacy, with social or community action, and political action.

* It may be useful to remind the reader at this point that the numbers of organizations referred to with respect to any given characteristic may vary in this report, because the number cited depends on the number who answer a particular question. When a relationship is discussed, as between knowledge of tax benefits and type of organization above, the number of organizations cited is further affected because respondents have to answer both questions before they can appear as a statistic.

CHAPTER 3

Advocacy Groups

Question 21 asked whether the organization is engaged in any of the following types of activities: advocacy, such as law reform, anti-pollution programmes; social or community action; political action, or none of these. As indicated in Chapter 1, since some organizations are engaged in more than one of these, the total number of responses from local organizations is 398, and of these 77 said they were engaged in none of these kinds of activities. Omitting these, of the 321 remaining responses, 96 (30%) said they were engaged in advocacy, 186 (58%) in social or community action, and 39 (12%) in political action.

Size of organization, as measured by number of paid staff members, appears to have no significant bearing on whether a group is engaged in one or another of these types of activities. Social and community action still looms largest, regardless of size, and political action is least in importance.

There is also little regional variation in these patterns, although there is a slightly higher proportion of advocacy groups in Ontario and of political action groups in British Columbia; however, the inter-regional range of percentages of political action groups is small, from 10 per cent of such groups in the Atlantic provinces to 17 per cent in British Columbia.

The same question asked for the types of issues and activities in which the organizations are involved. Socio-economic issues of various kinds lead the rest. Of 113 responses, 59, or 52 per cent, named issues of this kind first; 20 or 18 per cent, specified human rights issues, and 12, or 11 per cent, named environmental issues. Only 34 local organizations specified a second issue in which they were involved; socio-economic issues still predominated with 11 mentions (32%), although environmental and human rights issues were close behind, with 10 mentions (29%) each.

Size of organization appears to have no discernable bearing on the issues with which these groups are concerned, although a larger sample might have revealed some differences in this respect. For example, as there are only eight organizations with 50 or more staff members answering this part of the question, an additional organization or two specifying a particular issue would have altered the percentages considerably. Very few organizations mention arts and recreation issues or health issues, but this must surely be because these issues do not lend themselves as readily to advocacy or citizen action as do socio-economic, environmental, and human rights issues.

As we have said earlier, the proportion of an organization's efforts that are devoted to advocacy, social or community action, or political action is a better measure of the importance of these activities than a mere "yes" or "no" as to whether they are engaged in such activities at all, and a part of Question 21 asked about this. The basic information concerning this matter has already been given in Chapter 1, Table 8, and in the brief discussion following that table. The reader may be reminded that of 175 organizations stating the percentage of their time devoted to such activities, 67, or 38 per cent, said none of their time is taken up in this way, leaving 108 organizations specifying percentages of one or more. We shall now look more closely at these percentages in terms of various characteristics of the organizations, focusing especially on those organizations that say they spend 40 per cent or more and 60 per cent or more of their time in such activities.

Size of organization makes some difference. Of the 75 local organizations with from one to nineteen paid staff members which answer this question, 42, or 56 per cent, spend 40 or more per cent of their efforts in advocacy, social or community action, or political action; and 33, or 44 percent spend as much as 60 per cent or more of their efforts in these activities. Of the eight organizations with between 20 and 49 paid staff, two spend 40 per cent or more of their efforts, and one devotes 60 per cent or more of its efforts in this way. None of the six organizations with 50 or more

paid staff spends as much as 40 per cent of its efforts in these activities. Advocacy - and here we include all three of these types of activities under this heading - appears to be an interest of the smaller rather than of the larger local organizations.

As to affiliations with other organizations, branches of larger organizations devote more of their efforts to advocacy than do the other categories. Thus, of 22 branches, 14, or 64%, devote 40 per cent or more of their efforts to advocacy, and 11, or 50 per cent, spend 60 per cent or more of their efforts in this way. Independent affiliates are next, with 33 of 83 such organizations, or 40 per cent, in the 40 per cent or more effort range, while 26, or 31 per cent, are in the 60 per cent or more range. Co-ordinating councils are in about the same range as independent affiliates, but there are only five such organizations altogether which answered this question. Organizations with no affiliation are least engaged in advocacy.

Local organizations which express opinions on controversial issues are more involved in advocacy than those that do not, as one would guess. Of 87 organizations that express such opinions 40, or 46 per cent, devote 40 per cent or more of their time in advocacy, and 39 per cent spend 60 per cent or more time in such activities. Still, 19 of 84 organizations which do not express such opinions, or 23 per cent, say they spend 40 per cent or more time in advocacy, and 13 per cent spend 60 per cent or more time in this manner. The same general pattern obtains for organizations that took a public stand on a controversial issue in the last year, and for those that made representations to a government body about such an issue, although the percentages differ slightly.

For organizations high in advocacy activities, there also appears to be a distinctive pattern with respect to the sources of their finances. Table 13 provides the relevant figures.

TABLE 13

NUMBER OF HIGH ADVOCACY LOCAL ORGANIZATION
(60 PER CENT OR MORE OF EFFORTS DEVOTED TO
ADVOCACY) RANKING A SOURCE OF FUNDS AS
EITHER 1st OR 2nd IN IMPORTANCE, PERCENTAGE
OF NUMBER MENTIONING THE SOURCE RANKING IT
1st OR 2nd, AND TOTAL NUMBER MENTIONING EACH
SOURCE AS BEING OF ANY IMPORTANCE

<u>Source of funds</u>	<u>No. ranking source 1st or 2nd</u>	<u>Per cent of those assigning any rank to source</u>	<u>Total number assigning any rank to source</u>
Federal government	16	59%	27
Provincial governments	15	71%	21
Membership dues	14	58%	24
Public fund campaigns	11	92%	12
Donations from members	6	26%	23
Local government	6	40%	15

Other sources of funds are 1st or 2nd in importance for four or fewer organizations each.

If Table 13 is compared to Table 11 in Chapter 2, which provides parallel data for all local voluntary organizations irrespective of advocacy activities, it will be seen that while in that table the federal government is third in the number ranking a source as being 1st or 2nd in importance, it is first for the high advocacy organizations. In Table 11, provincial governments are mentioned by more organizations as being 1st or 2nd in importance as a source of funds, but they are second to the federal government among high advocacy groups in Table 13; however, the difference is not significant. The four leading sources in Table 11 are also the four leading ones in Table 13. For many organizations, then, obtaining funds from government agencies, federal or provincial, does not appear to inhibit their advocacy activities.

In that connection, interestingly enough, organizations which have had a grant from the federal government are slightly more involved in advocacy activities than those that have not. Of 103 local organizations that received grants, 38, or 37 per cent, are engaged in advocacy activities 40 per cent or more of the time, and 29, or 28 per cent, are thus engaged 60 per cent or more of the time. The corresponding percentages for organizations that did not receive grants are 31 per cent (22 of 71 organizations) and 23 per cent (16 of 71 organizations).

As to the relationship between advocacy activities and the percentage of an organization's budget which currently comes from the federal government, the more that an organization receives from this source, the more it is thus engaged. Although the number of organizations in each category is small, the direction of the findings is highly suggestive. Table 14 shows the relationship between these two variables.

TABLE 14

PERCENTAGE OF TOTAL CURRENT FUNDING FROM FEDERAL GOVERNMENT, AND PERCENTAGE OF ORGANIZATIONS WHICH SPEND 40 PER CENT OR MORE AND 60 PER CENT OR MORE OF EFFORTS IN ADVOCACY, SOCIAL OR COMMUNITY ACTION, OR POLITICAL ACTION

	<u>Percentage of funds from federal government</u>				
<u>Per cent of efforts in advocacy</u>	<u>1-9%</u>	<u>10-24%</u>	<u>25-49%</u>	<u>50-74%</u>	<u>75% or more</u>
40% or more	25%	38%	36%	50%	71%
60% or more	13%	38%	36%	50%	71%
<u>No. of organizations</u>	<u>16</u>	<u>13</u>	<u>14</u>	<u>8</u>	<u>7</u>

If we were to place great reliance on the percentages in Table 14 and on those which appear in the three preceding paragraphs, we would be compelled to conclude that funding from government sources does nothing to blunt an organization's propensity to engage in advocacy activities; on the contrary, we would have to say that such funding is positively associated with these activities. Yet,

there is something suspicious about such a conclusion, and our skepticism is reinforced by the discussion in Chapter 1 concerning the sample to which questionnaires was sent. For one thing, we are satisfied that we simply did not have the names of many local advocacy and citizen action groups, especially those that have been in existence for but a short time; we noted also that many such groups do not find their way into published directories, from which the sample was drawn. Also, however, we know little about the characteristics of those advocacy groups that received questionnaires but failed to return them, and we suspect that many of the more militant groups refused to co-operate with a survey they associated with the government. There are organizations, for example, in the women's movement and in the native people's movement, which simply refuse to accept funds from governments because they feel their programs and activities would be compromised if they did. They are convinced that "he who pays the piper calls the tune", and they wish to march to their own tune. Here is an expression of this concern from one group that did return a questionnaire; identifying details have been omitted:

Working for _____, we have been funded for the past _____ months as part of an experimental program. The _____ concept was designed to provide _____ services to special needs clients or persons who cannot avail themselves of existing _____ services and programs.

As an experiment, I would say that we have had a large degree of autonomy and flexibility to explore areas which we felt warranted our efforts. As our experimental period comes to an end, we find that the strings which _____ are throwing around our Citizen Action Group are becoming larger and increasingly numerous. Our own initiative has protected us to this date, however we are realistic about our chances of pure autonomy in the future.

The decision as to the degree of the compromise we will accept will be contingent upon the options open to us at the time the compromise must be reached. Philosophically the decision has already been made - our business is change therefore will we compromise our situation to continue our work; we will not compromise our principles nor follow politically initiated and motivated interests and priorities.

One can only wonder how many organizations that did not return questionnaires feel much the same way, only more so. Although there is little hard data available on which to base the following observation, it would appear that the advocacy groups that returned questionnaires are probably less "troublesome" or less militant in their methods and programs.

Nevertheless, the more militant citizen action groups are by now an integral element in the fabric of Canadian democracy, and are likely to remain so as long as there are seriously disadvantaged people in our country and as long as sizable numbers of persons are dissatisfied with the measures taken to curb ecological and environmental hazards and the like.

There is a great need to know much more about these groups and their concerns, and how they relate to social change in Canadian society. To obtain this knowledge, we would recommend that a large-scale study be undertaken under the auspices of the citizen action groups. We do not believe such a study can be done under the aegis of a government department because organizations of this type are apt to feel the information thus gathered would be used to manipulate and control them. It is possible, however, that they could be persuaded to undertake a study of their own, planned by them, for their own purposes, and to assist them in the achievement of their own ends. On the other hand, considering the limited budgets of most organizations of this kind, it is unlikely that such a study could be accomplished without outside funding. If the funding can come from a non-governmental source, standing at arms length from the citizen action groups and not interfering in their study, then they might be interested. The alternative would be a smaller-scale study funded entirely by these groups themselves.

In spite of these remarks, there are a fair number of advocacy groups included in this study, even if most of these are of the less militant variety. We shall have occasion in the next chapter to examine the way in which the degree of advocacy of these organizations relates to the opinions they express and the problems they encounter in their work.

CHAPTER 4

Opinions and Problems of Local Voluntary Organizations

This chapter is the heart of the report on local voluntary organizations, for it describes and discusses the opinions of local voluntary organizations and the problems they perceive as being of importance to them. Wherever it appears relevant, comparisons are also made with the opinions and problems of the small number of national organizations that inadvertently turned up in the sample.

1. Opinions concerning the best way to train volunteers

Part of Question 3 asked which one of four specified methods is considered by the organizations to be the best way to orient or train volunteers for their purposes; organizations were asked to specify only one of these methods:

- Through the experience of working with other volunteers.
- By formal sessions conducted by the organization itself.
- By formal sessions conducted in local community colleges or continuing education departments.
- By on-the-job training supervised by professional staff.

Of the 195 local organizations that answered this question, 79, or 41 per cent, said that working with other volunteers is the best way; 68, or 35 per cent, chose on-the-job training supervised by professional staff, and 45, or 23 per cent, opted for formal sessions conducted by the organization. Only three organizations favoured training by community colleges or continuing education departments. The choices made by the 41 national organizations that answered the question differs slightly: 16 (39%) favoured training by other volunteers; the same percentage favoured formal sessions conducted by the organization; 9 (22%) chose training by professional staff, and none favoured community colleges.

If the answers to this question are examined in terms of the number of volunteers an organization has, the pattern remains largely the same. The 58 local organizations with from one to 24 volunteers assigned about equal importance to training by professional staff and training by other volunteers (43% and 41% respectively); 38 organizations with from 25 to 99 volunteers placed

training by other volunteers ahead of training by professional staff (53% and 32% respectively), and the 78 organizations with 100 or more volunteers, gave approximately equal choices to training by other volunteers, by professional staff, and by formal sessions conducted within the organization itself (35%, 32%, and 32% respectively). It would appear, then, that organizations with larger numbers of volunteers give a slight preference to training by other volunteers. This is not to say that this is necessarily the best method of training volunteers in all types of organizations. It may be the case, for example, that those organizations which have large numbers of volunteers are more likely to have the kind of volunteer structure which is suited to training by this method. It would, however, require a more detailed study of this issue to determine the best training methods in organizations of different kinds and sizes.

The number of paid staff members in an organization does not appear to be significantly related to the method of training that is preferred.

2. Purposes for which voluntary organizations would like to receive government grants.

In Question 8, organizations were presented with a list of 14 purposes for which they might like to receive funds or grants from governments, and for each item they were given a scale representing degrees of importance they attached to the item; thus, "1" was to be taken to mean "most important" to the organization, "5" meant "not important", and "6" meant "not applicable" to the organization; "2", "3", and "4" indicated degrees of importance between "most important" and "not important". In the discussion below, we consider only the number of "1's" and "2's" combined, on the assumption that when an organization circled either of these it meant that the particular purpose was felt to be of considerable importance, that is, either "most important" or "quite important".

The relevant data appear in Table 15 in which each purpose listed in the question is shown at the left, arranged according to the number and percentage of all local organizations that attach considerable importance to the purpose ("1" or "2" circled). The next two columns show the number and percentage of these organizations attaching importance to the item.

TABLE 15

NUMBER AND PERCENTAGE OF LOCAL ORGANIZATIONS
DESIGNATING VARIOUS PURPOSES AS
IMPORTANT FOR GOVERNMENT FUNDING

<u>Purpose</u>	<u>Number</u>	<u>Per cent</u>
-To finance new or experimental programs	131	68
-To finance successful existing programs	128	67
-For staff salaries	101	53
-To finance community educational programs	99	52
-To finance the operating costs of organizations (other than salaries)	93	48
-For research activities of various types related to the organization	93	48
-To finance staff development programs	74	39
-To finance a clearing house through which information can be exchanged about new programs, volunteer training, sources of funds, sources of information, and the like	69	36
-To revive programs which had had to be abandoned because of inadequate funds	66	34
-To finance training programs for volunteers	65	34
-To reimburse volunteers for out-of-pocket expenses	48	25
-To finance the travel of delegations to legislatures or to see government officials	34	18
-To finance organizing campaigns of new members	30	16
-To establish a national or regional development bank whereby low-cost loans can be made to voluntary organizations	21	11
Total number of local organizations	192	
Total number of responses	1,088	

It is clear from this rank order of purposes for which funding is considered desirable, that certain of these stand out as being of particular importance to local organizations. The financing of new and of existing programs, deemed important by 68 or 67 per cent of organizations respectively, is obviously high among the priorities of these groups. While the importance attached to financing staff salaries may be interpreted as reflecting self-interest, it may also be taken to mean that inasmuch as salaries often constitute the major portion of the operating costs of these organizations, they constitute a particular problem, especially for groups which feel that the main constraint on their programs is lack of staff. The financing of community educational programs, of operating costs other than salaries, and research activities follow close behind in terms of the proportion of organizations which attach considerable importance to these activities. Nearly half or more of the local organizations responding to this question felt that all of the purposes listed above are deserving of funding by government agencies.

As for the other purposes, there are still high proportions of local organizations, ranging from 39 per cent down to 25 per cent, which place a high value on the four purposes listed ^{next} in Table 15. Quite low among the priorities of these organizations is the financing of membership campaigns and the establishment of a national or regional development bank to provide low-cost loans to voluntary organizations.

In Question 8, organizations were also invited to write in any other purposes for which government funding might be desirable. Very few additional purposes were written in. Only four organizations specified a need for funds to finance the cost of travel to meetings, conferences, and the like, and two organizations mentioned translation costs. Thirty organizations wrote in 30 other purposes, one for each organization.

If government departments and agencies are interested in funding voluntary organizations for specific purposes, the list above merits close attention. On the other hand, since a purpose for which Table 15 appears to suggest a low level of priority, such as

the reimbursement of volunteers for out-of-pocket expenses or financing the travel of delegations to legislatures or to see government officials, may be of great importance to a small number of organizations, a rigid formula which limited grants to only a few purposes might be counter-indicated if justice is to be done to the entire voluntary sector.

3. Requiring organizations to match all or part of federal government grants.

Question 10 asks organizations whether they favor a policy of requiring organizations to match all or part of federal government grants by raising funds from other sources. Of 169 local organizations answering this question, 69, or 41 percent, said they favored such a policy, compared 22 to or 49 percent of 45 national organizations, not a significant difference in view of the small number of national organizations.

However, when we look at local organizations by size, some differences occur. Thus:

For organizations with one to 19 paid staff members, 49 per cent favor matching (60 of 123 organizations).

For organizations with 20 to 49 paid staff members, 40 per cent favor matching (6 of 15 organizations).

For organizations with 50 or more paid staff, 23 per cent favor matching (3 of 13 organizations).

Although the number of larger organizations is small, the direction of the findings is consistent: the smaller the organization, the more it favors requiring organization to match federal grants in whole or in part.

These organizations, however, include some which have and others which have not received grants from the federal government in the last five years. If we examine the responses of local organizations according to whether they have received grants during this period, we find that 36 per cent of the organizations which have had grants (44 of 122 organizations) favor the requirement of matching), compared to 52 per cent of those which have not had grants (50 of 95 organizations). Thus, having received a grant in the past increases the likelihood that an organization will not favor a matching formula.

Furthermore, the higher the percentage of an organization's current budget that comes from the federal government, the more it is opposed to matching. Thus, of 17 local organizations that receive one to 9 per cent of their current budgets from the federal government, 12 (71%) favor a policy of matching; of the 14 organizations that receive from 10 to 24 per cent from this source, 4 (29%) favor a matching formula; of 14 organizations that receive from 25 to 49% of their budgets in this way, 4 (29%) favor matching; of 11 organizations which receive between 50 and 74 per cent of their budgets from Ottawa, 2 (18%) are in favor, and of 8 organizations that rely on the federal government for 75 per cent or more of their budgets, none favors a policy of matching. This is to be expected, of course, for the higher the reliance on the federal government, the more difficult it would be to match the grants thus obtained.

Organizations were also asked whether they had any comments on this question. Altogether, 129 local organizations wrote in such comments, which fell into three clear-cut categories, plus a fourth category of miscellaneous comments.

Of the 129 organizations, 58, or 45 per cent, made comments to the effect that an arbitrary matching formula would be undesirable, that it would depend on the program or project, that it would not be suitable for all groups, and that some organizations are not in a position to raise their own funds.

Examples of verbatim comments along this line follow:

Research programs and demonstration projects should not be subject to such a condition as in many cases the federal funds constitute "seed" money necessary to get something started that does not have wide community support.

Not realistic for organizations serving people in the poverty sector.

This is practically impossible for arts groups requiring substantial government funding.

Extremely difficult to raise funds on behalf of correctional clients.

Depends on project, e.g., funding of a museum beyond capability of club such as this and incompatible with objectives.

Depending on the particular program or project, some cost sharing would be reasonable, nor necessarily "matching".

A second type of comment was made by eleven of the 129 organizations (9%). This one was to the effect that fund-raising drains energies from project continuity. The following comment was from a senior citizens group:

Not enough strength to raise funds, a substantial amount of money, and also do an adequate job for the elderly. Our age level is 68 to 75 and there is little reserve energy one can count on. This is what it means to be older.

A third set of comments was given by 21 of the 129 organizations (16%), to the effect that the requirement of matching results in greater commitment and continuity of programs. Three verbatim comments follow:

Yes, otherwise volunteer initiative would be lost. Organizations could lose autonomy and also volunteer interest in the movement.

This would provide assurance that the community supported the program or project and/or was aware of it, prior to its full development, and also their continuing agreement of its importance would be necessary for it to continue.

(Matching would be) important in terms of community involvement and participation and helps to insure responsiveness to community need. Very difficult for needed but less popular programmes however.

In addition, of the 129 comments, 39, or 30 per cent, gave a variety of miscellaneous responses which should not be placed into unambiguous categories.

Thirty national organizations made comments on this question. Fifteen or 50 per cent felt that an arbitrary matching formula would be undesirable, 5 or 17 per cent felt that fund-raising drains energies from project continuity, 6 or 20 per cent felt that the requiring of matching makes for greater commitment and continuity of programs and 4 or 13 per cent made miscellaneous comments.

Of the total of 159 organizations making comments on this question, 77 or 46 per cent felt that an arbitrary matching formula would be undesirable, 16 or 10 per cent, that fund-raising drains energies from the program, 27 or 17 per cent, that it makes for greater commitment and 43 or 27 per cent made miscellaneous comments.

The variety of these comments suggests that if government departments and agencies wish to consider a matching formula, it would have to be a complex and differentiated one which takes account of the great variety of organizations, their differing financial requirements, their diverse stages of development, their varying potentialities and capabilities with respect to fund-raising, and the differences in their clienteles. In many cases, it might not be desirable to require any matching at all.

4. Accountability for use of federal government funds

Question 11 asked whether organizations should be required to account for the use of funds provided by the federal government. Of 189 local organizations, 157, or 83 per cent, felt they should be accountable for all grants, 17, or 9 per cent, said they should be accountable only for grants of over \$5,000, 12, or 6 per cent, said "it depends", and only 3, or 2 per cent, said they should not be accountable. There were slight variations in these responses based on the size of organization as measured by number of paid staff members. All 16 organizations with from 20 to 49 paid staff felt that organizations should be accountable for all grants, and all but three of the 16 organizations with 50 or more paid staff felt this way, the remaining three saying "it depends".

These percentages apply to local organizations whether or not they are currently receiving grants from federal government departments and agencies. There are some differences, however, among the organizations currently receiving grants. The greater the amount of an organization's budget that comes from the federal government, the less likely it is to insist on accountability for all grants. Thus, of 34 organizations which receive from one to 24 per cent of their total current budgets from the federal government, 30, or 88 per cent, specify accountability for all grants, compared to 82 per cent of organizations (14 of 17) that receive from 25 to 49 per cent of their budgets in this way, and 71 per cent of organizations (15 of 21) that receive 50 per cent or more of their budgets from Ottawa. Of all 72 local organizations currently receiving federal funds, 6 (8%) favor accountability only for grants of over \$5,000, 5 (7%) say "it depends", and 2 (3%) feel no accountability is necessary.

In this question, organizations were also asked how the use made of funds should be evaluated, and several alternative methods were indicated, as follows:

- No evaluation - a report on how funds were used should be submitted by the group funded.
- An independent party should do the evaluation.
- The government department making the grant should do the evaluation.
- Other methods.

Of 151 local organizations, 53, or 35 per cent, felt there should be no evaluation; that is, that the organization itself should submit a report; 38, or 25 per cent, felt the government department should do the evaluation, and 33, or 22 per cent, felt it should be done by an independent party. Miscellaneous responses were given by 27 organizations, or 18 per cent; four of these said it should depend on the purpose of the grant. There are, however, clear differences by size of organization. Of 125 organizations with from one to 19 paid staff members, 49, or 39 per cent said "no evaluation"; of 14 with from 20 to 49 paid staff, 3, or 21 per cent felt this way; and of 12 organizations with 50 or more paid staff, only one (8%) felt no outside evaluation was necessary. Thus, the smaller the organization, the less it was inclined to favor outside evaluation. For those favoring outside evaluations, there were few differences with respect to size of organization as between those that preferred an independent party and those that favored having the government department do the evaluation.

While differences as to how the evaluation should be done were not significant between organizations that have and those that have not received a grant in the last five years, there were some differences among organizations depending on the percentage of their current budget that comes from the federal government. Of 26 organizations that receive from one to 24 per cent of their current budgets in this way, 6, or 23 per cent, favor "no evaluation"; 6 of 13 organizations, or 46 per cent, receiving from 25 to 49 per cent of their funds from Ottawa feel this way, and 7 of 17 organizations, or 41 per cent, of those receiving 50 per cent or more are opposed to outside evaluations. Thus, despite the slight dip for organizations that receive 50 per cent or more, the greater the reliance on the federal government, the greater the tendency to favor "no evaluation". However, among those receiving small proportions of their budgets from Ottawa, there are more who favor evaluation by the government department (7 of 26 organizations, or 27 per cent) than those who favor "no evaluation" (6 of 26 organizations, or 23 per cent). For organizations that receive a higher proportion of their funds this way, more favor "no evaluation" than outside evaluation.

Overall, although there are some differences according to size of organization and amount currently received from the federal government, the overwhelming majority of organizations support the principle of accountability, but they differ somewhat as to the method of accountability. A concern about governmental control over programs and policies is suggested by the fact that of 151 local organizations, 78 per cent favor either "no evaluation" or evaluation by an outside party, compared to 22 per cent that favor evaluation by the government department making the grant.

5. Regional versus centralized decision-making about funding

Question 12 asked for opinions about whether funding decisions should be made on a regional basis by persons more familiar with the work of organizations in their region instead of by decision-making bodies that are centrally located, as in Ottawa. Choices were offered between these two modes of decision-making, and organizations were also given the option of saying they did not know which would be better. Of 214 local organizations, there were only 21, or 10 per cent, that said they did not know, and of these, 19 were in Ontario (8), the prairie provinces (6), and British Columbia (5).

Omitting the "don't knows", the following discussion is limited to the numbers and percentages that favored regional decision-making; the percentages favoring centralized decision-making can be inferred by subtracting these percentages from 100.

Of 193 local organizations remaining after omitting the "don't knows", 167, or 87 per cent favored regional decision-making about funding. By region, 97 per cent of 36 organizations in the Atlantic provinces were of this opinion, compared to 63 per cent of 8 organizations in Quebec, 77 per cent of 48 organizations in Ontario, 87 per cent of 48 in the prairies, and 91 per cent of 53 in British Columbia. The highest percentages, then, are in the Atlantic provinces and British Columbia. Thus, the farther away an organization is from Ottawa, the more likely it is to favor regional instead of centralized decision-making.

By size of organization, 89 per cent of 132 local organizations with from one to 19 paid staff members favor regional decision-making, compared to all of the 15 organizations with from 20 to 49 paid staff, and 75 per cent of the 12 organizations with 50 or more paid staff. The pattern is thus not clear with respect to size; had there been more of the larger organizations in the sample, a more consistent pattern might have emerged, but one cannot be certain of this.

There is virtually no difference of opinion as between organizations that have and those that have not received a grant from the federal government in the last five years. Of 121 organizations that have had a grant, 86 per cent favored regional decision-making, compared to 89 per cent of the 85 organizations that have not had a grant.

The percentage of an organization's total current budget that comes from the federal government shows more variation on this question. Of 29 organizations with one to 24 per cent of their budgets from the federal government, 93 per cent favor regional decision-making, compared to 57 per cent of 14 organizations that receive 25 to 49 per cent of their budgets from Ottawa, and 89 per cent of 18 organizations that receive 50 per cent or more of their budgets from this source. Again, although the organizations that receive small portions of their budgets from Ottawa are more overwhelmingly favorable to regional decision-making, the pattern is inconsistent, though had there been more of the heavily funded organizations in the sample, the pattern might have been different.

Finally, the differences on this question are slight with respect to the percentage of an organization's efforts that are devoted to advocacy, social and community action, or political action. The range of support for regional decision-making varies between 71 per cent and 100 per cent for organizations spending varying amounts of time in such activities, but there is no consistent pattern. For example, 79 per cent of those that spend no time in such activities are for regional decision-making compared to 71 per cent of those that spend as much as 80 per cent or more of their time in this manner. The other organizations between these two extremes vary both upward and downward in the percentage favoring regional decision-making.

Organizations were also invited to make comments on this question. Although not many comments were written in, a few of the more typical ones follow.

First, for organizations favoring centralized decision-making:

Centralized, it is unbiased, is also acceptable, and in certain respects may be preferable.

Centralized but with the organization concerned making its own submission for funds. No other regional person or group should influence the decision of the funding organization in Ottawa. Hopefully the Ottawa donor will be objective and fair.

These organizations obviously believe that centralized decision-making will be more objective, and that biases may enter if local groups have a voice in these decisions.

As for organizations favoring regional decision-making:

Either way, politics might enter the picture. If it could be kept free of patronage, regional decision-making would be preferable.

It would seem to be impossible for someone in Ottawa to understand the requirements in Kamloops, B.C.

I favor regional decision-making but with coordination on national level.

Regional decision-making but government should look into these decisions as to who they are made by and why.

Regional decision-making may involve personality difficulties (spillover effect from other areas of activities) - perhaps an appeal system at the Centre (Ottawa) could be available.

A local committee could more effectively assess the need for funds and the validity of the organization requesting such funding.

Regional because all regions may have different situations than say, what goes on in Ottawa will not work in the Northwest territories.

Some of these responses indicate a certain measure of ambivalence, especially as to biases that might occur as a result of local jealousies and animosities and local competition for funds. Ambivalence is also apparent in the following comments:

Regional planning is good - but for justice to minority group or "opposition" group a remote and centralized government can be fairer.

Again, the nature of the project should determine the decision-making process. If it is a national program centrally coordinated, then central decision-making may be appropriate. However, if regional input will be required for the project, then regional input should be allowed at decision-making level.

In any case, it is apparent that the vast majority of local organizations, 86 per cent of them, prefer regional decision-making. Whether this is politically feasible may depend on whether federal government departments and agencies in Ottawa are prepared to relinquish some of their prerogatives and control over budgets to local groups as well as whether they recognize the desirability of such a course of action for the organizations concerned. There are of course various options that are open, including some that may involve compromises, such as the creation of regional advisory groups with respect to regional funding, with the ultimate decisions resting in Ottawa. For such advisory groups to have credibility, however, the voluntary sector would have to feel confident that their advice is respected more often than it is ignored or set aside.

6. Governmental versus non-governmental decision-making about funding.

Question 13 asked respondents for their preference between direct funding by government departments and funding by an independent non-government organization similar to the Canada Council, which would receive its funds from the federal government; they could also say they didn't know which they preferred. Of 210 organizations, 25, or 12 per cent, said they did not know which they preferred; the "don't knows" are well dispersed across Canada.

We shall again omit the "don't knows" and confine our discussion to the numbers and percentages that favored funding by an independent, non-governmental organization; the percentages favoring direct funding by the government can be inferred by subtracting these percentages from 100.

On this matter, local organizations are less in agreement than on the question of regional versus centralized funding. Of 185 local organizations remaining after subtracting the "don't knows", 110, or 59 per cent, prefer funding by an independent organization rather than by the government.

By regions, 13 of 29 organizations in the Atlantic region, or 45 per cent, favor an independent organization, compared to 6 of 7 in Quebec (86%), 33 of 51 in Ontario (65%), 33 of 48 in the prairie provinces (69%), and 25 of 50 in British Columbia (50%). Even if we leave Quebec aside because of the small numbers involved, there is obviously considerable variation in support for this idea, ranging from 45 per cent of local organizations in the Atlantic provinces, to 69 per cent in the prairie provinces. While we cannot explain this regional variation without more data than we have, it is interesting to note that the least support comes from the provinces farthest from Ottawa, the Atlantic provinces and British Columbia.

As for the relationship between size of organization and opinions about governmental versus independent funding, the range of variation is quite small, from 58 per cent to 67 per cent favoring independent funding, but the smaller organizations (one to 19 paid staff members) look more like the largest ones (50 or more paid staff members), 60 and 58 per cent, respectively, favoring the independent funding concept, while those in-between (20 to 49 paid staff) are most favorable, 68 per cent favoring this approach. However, the numbers of organizations in the two larger categories are too small to attach great significance to these differences, which are relatively small in any case.

A majority of organizations that have received grants from the federal government in the last five years favor the independent concept (53 per cent of 107 local organizations), but those that did not receive a grant favor it even more (69 per cent of 87 organizations). One could speculate that organizations that have not had grants are less trustful of government funding than those that have.

Curiously, however, 45 per cent of 22 organizations that receive from one to 24 per cent of their current budgets from the federal government favor independent funding, compared to only 35 per cent of 17 organizations that receive 50 per cent or more of their current budgets from Ottawa; but a majority of the in-between group, 60 per cent of 15 organizations, favor this approach. While this inconsistency may merely be an artifact of the small numbers of organizations in the several categories, nevertheless, overall, a minority

of all local organizations currently funded by the federal government, 46 per cent of 54 organizations answering this question, support the independent funding concept.

When the percentage of efforts devoted to advocacy is considered, there is no consistent relationship between this variable and support for independent funding. The range of support is from 49 per cent to 68 per cent in favor. About 68 per cent of the 53 organizations that spend no time at all in these activities support the independent funding concept, compared to 49 per cent of the 37 local organizations that spend 60 per cent or more of their time this way. However, those in-between fluctuate up and down, the greatest support, 10 of 14 organizations, or 71 per cent, coming from organizations that spend between 40 and 59 per cent of their efforts in advocacy activities. Again the relationship between variables is inconsistent.*

Question 13 also allowed the respondent to write in comments, though relatively few did so. Among those who favored direct funding by the government, the following are typical comments:

The structure is there. The people have some expertise.
The necessary back-up services are in place.

Independent agency is not accountable enough to public wishes, nor is it tied in as closely to the promotion of federal social policy. These independent government-established agencies seem to take the reins in their own hands.

Various reasons were given for supporting the independent funding concept, such as:

Present systems do not allow for experimentation and flexibility - grants have to fit into slots for which moneys were set aside.

*"Inconsistent" is perhaps not the word to describe these apparently erratic fluctuations. It would be more correct to say that the relationship is non-linear. A linear relationship refers, roughly, to the case where an increase in the value of one variable, say a percentage, is associated with a regular increase or a regular decrease in the value of the other. However, such relationships may also be non-linear and quite explicable.

Centralization of requests rather than scattered through a number of government ministries,

The organization should be as autonomous from political pressures and interests as possible.

Independent body if made up right shouldn't make so many political decisions.

Some were skeptical of both approaches:

Both suggestions have serious drawbacks. Federal funding is too politically oriented. "Independent" groups tend to support the established groups within that sector.

Politics enters in both cases.

Others were concerned about bureaucratic implications:

I do not want to create any more organizations. The federal government should be able to carry out this responsibility.

Not sure of the implication here. Could just be another step toward the creation of additional bureaucracy and removing government further from the people.

And there were those who saw the matter both ways:

The advantage of granting through an operating department is that it may be in a better position to assess the value of the projects. However, an independent group may have a better understanding of the volunteer process.

Dealing with government people has the advantage of getting to know some of the people recommending that grants be given and that is good. But I prefer the Canada Council type because they would enlist the advice of knowledgeable people in assessing the merits of applications for funds.

A combination would be useful. In some cases direct involvement with a government department is preferable. However, I prefer the "Canada Council" type of operation for funding for special purposes, as opposed to core funding.

There is obviously no clear consensus on the merits of the independent funding concept. Although nearly 60 per cent of all local voluntary organizations favor this approach, there are various differences among the groups in the support they give it. In addition to the problem of gaining acceptability for the concept in the voluntary sector, it would require much more study and discussion if an intelligent judgement is to be made of its value and practicability.

7. Effects of a decline in federal government funding.

In Chapter 2 we have already reported on Question 15 having to do with the numbers and types of organizations that have experienced an increase or decrease in federal government funding during the last five years. Another part of this question asked those organizations that have experienced a decline in funding to comment on the effects on their groups. In addition to a miscellaneous response category, the answers fell into three categories:

- Programs were weakened, threatened, or abandoned, or staff reduced, because grants were reduced or not given.
- The decrease had no effect because the funding was for a specific program which was completed.
- The decrease had no effect because funding was minimal or other funding was obtained elsewhere.

Of the 40 comments, 26, or 65 per cent, were in the first category listed above: programs were weakened, threatened, or abandoned, or staff was cut. Two organizations fell in the second category, five in the third, and seven others reported a variety of other effects. Most of the organizations that reported suffering ill effects - 23 of the 26 in this category, or 88 per cent, were smaller organizations with from one to 19 paid staff members. Some of the negative effects were described as follows:

Staff has been cut from 4 to 1 person. Reduced programme activities. We are trying for self-sufficiency but recent more drastic cutback on funds committed for 1976 are seriously hampering our objectives.

Restriction or reduction of service to handicapped persons.

Disorganization - frustration and lack of resources to effectively do the job which was originally outlined.

That particular program is now defunct due to lack of financing.

For the past three years we have received a grant to assist in translation costs. We have received none this year. At present we do not know how we will be able to continue translating our materials for our French-speaking members.

1. Crisis to crisis financing. 2. Shift to provincial support and local government and private sector. 3. Inability to carry out some programme.

Without funding from the provincial government and some emergency grants from private agencies we would have folded.

It should be noted that in the earlier discussion of the total number of local organizations reporting changes in federal funding, there was no clear relationship between size of organization and either increases or decreases in such funding; the high proportion of small organizations referred to in the paragraphs above refers only to those who wrote in comments on the effect of a decline in funding. It would have been desirable to ask for similar comments on the effects felt by organizations which have experienced an increase in funding, but this aspect was overlooked in designing the questionnaire.

8. Effects of federal government grants on policies and programs

Questions 17 and 18 were intended to discover whether grants from federal government departments and agencies influence the policies and programs of organizations, apart from financial aspects. Question 17 was directed to organizations that have had a grant in the last five years, and Question 18 was aimed at organizations that have not had a grant, except that they were asked whether they would be likely to be influenced if they were to receive funds from Ottawa.

Although the questions sought information about positive as well as negative effects, one of the issues that concerned us was whether the receipt of government funding would be likely to distort the programs and policies of organizations in ways they felt undesirable in order to satisfy the granting agencies.

As it turned out, although about half of the organizations that answered these questions felt they had been or would be influenced, the overwhelming majority felt this influence has had or would have had positive rather than negative effects.

Of 107 local organizations that have received government grants in the last five years, 55, or 51 per cent, said they had been influenced by these grants; 46, or 43 per cent, felt they had not been influenced, and 2, or 5 per cent, did not know whether they had been influenced. Differences in this respect between organizations of differing size were not significant. As for differences among the organizations depending on the proportion of their current budget that comes from the federal government, a higher proportion

of the organizations that receive 50 per cent or more from Ottawa said they had been influenced (13 of 20 organizations, or 65 per cent) than of those that receive a smaller proportion, 53 to 55 per cent of whom say they had been influenced. Twenty organizations said their policies were affected, and 42 said their programs were affected; 14 said they experienced other important effects.

Of 53 local organizations, 47, or 89 per cent, felt the results of this influence were positive. Differences in this respect between organizations of differing size or between organizations receiving differing amounts of their current budgets from Ottawa were not significant.

The following are some typical comments on the ways in which organizations that have had grants have been affected:

We were commissioned to produce a play to celebrate International Women's Year. Without such a grant we would not have produced that play.

We were able to supply all newsletters and information to our local associations in their mother tongue, be it French or English.

We were able to enlarge some programmes and develop more flexible regional structure.

Training programs funded federally involving smaller groups resulted in development of Regional and Area workshop which in turn brought about increased program emphasis for youngsters at local levels.

Provided more flexibility in our programming quantitatively and qualitatively.

Nevertheless, a few organizations (6 of 53) felt that government funding had negative consequences. These were asked to write in comments as to how such influences can be reduced or prevented. A few of these follow:

Accountability should be primarily to constituency served rather than to funding department, whose policies vary from year-to-year and are often out of touch with needs of constituency.

More flexibility in government funding; more funds for operational costs; more grants on a long-term contract basis.

Granting criteria [should be] more attuned to organizations' financial requirements.

More stable clear-cut funding policies and lead time [should be] provided by federal departments.

Turning to the organizations that have had no federal funding in the last five years, 27 of 76 local organizations, or 35 per cent felt they would be influenced by the receipt of government grants; 40, or 53 per cent said they would not be influenced, and 9, or 12 per cent did not know. Nine organizations, mostly smaller ones, thought their policies would be affected, and 24, 18 of them smaller ones, felt their programs would be affected. Four felt that existing programs or services could be improved; 9 said that new programs or services could be provided; 3 said that staff could be increased; 2 felt capital costs could be met. On the negative side, five felt that the receipt of government funds would result in a stifling of criticism; these were probably among the very small number of militant advocacy groups that were included in this study. In all, 19, or 76 per cent, of the 25 organizations that answered the question as to whether government funding would be likely to have positive or negative effects, stated that the results would be positive.

9. Views of government funding criteria

Question 20 asked the organizations to state briefly what they think are the main considerations used by federal government departments or agencies in funding voluntary groups. Of 174 organizations that responded, 77, or 44 per cent, simply said they did not know what considerations are used. Another 51, or 29 per cent, referred in one way or another to the value of the service provided by the organizations; these included such responses as meeting community needs, the nature of the program, programs that are not duplicated in the community, programs having a broad geographical impact, new programs or projects, provision of services not provided by the government, the effectiveness of the organizations, the merits of the proposal, and so on. Yet another 21, or 12 per cent, mentioned political considerations, such as having the right contacts, satisfying powerful interests, and the like. Seven others, or 4 per cent, referred to the relevancy of the grant to the department or

agency making the grant; this included such comments as "meeting departmental criteria or expectations". Eighteen others, or 10 per cent, mentioned various other considerations. There was little difference in these percentages by size of organizations.

If we look at the high advocacy groups - those that devote 60 per cent or more of their efforts to such activities - slightly fewer of these mention the value of the service, and slightly more refer to political considerations.

Some of the organizations listed more than one consideration. In the second consideration named, political criteria and departmental criteria turn up slightly more often than among the set of first considerations named.

Overall, however, the most salient observations to be made about these findings is that the highest proportion of organizations do not know what criteria are used in funding, and the next highest proportion believe that the value of the service offered is the main consideration. It may be considered helpful to voluntary organizations if government departments and agencies were to specify their funding criteria so that applications for funds could take these into account.

10. Taking stands on controversial issues

Question 22 asked whether organizations express opinions publicly on issues they consider controversial. Of 183 local organizations that answered this question, 97, or 53 per cent said that they do so. A somewhat higher proportion of the larger organizations - 63 per cent of 16 organizations with 50 or more paid staff members - said that they do so than of those that are smaller.

Organizations were also asked whether they had taken a public stand on a controversial issue in the past year. Of 133 local organizations, 86, or 65 per cent had done so. Again, a slightly higher percentage of the organizations with 50 or more staff members had done so than of those that are smaller. Of 109 organizations with from one to 19 paid staff members, 72, or 66 per cent had taken a stand; of 13 organizations with from 20 to 49 paid staff, 6, or 46 per cent had done so, and of 11 organizations with 50 or more paid staff, 8, or 72 per cent had taken a stand in the last year. The middle-sized group of organizations were thus less outspoken than the

smaller and the larger ones in this respect.

Although the numbers of larger organizations are too small to be certain of the reliability of these percentages, one might speculate about the reasons for this set of relationships. It may turn out that the smaller organizations, being less hierarchical, are more responsive to their rank-and-file or their clienteles, and are therefore more prepared to take a public stand on issues. The largest ones may feel relatively little constraint about taking a public position on issues. Those in-between, however, may feel more vulnerable and therefore more timid about expressing opinions publicly on controversial matters. In the absence of further data, however, these speculations must take the form of a hypothesis that awaits an empirical test.

There is also some variation among types of organizations in their propensity to take a stand. Sixty per cent or more of the following types of organizations took a stand in the past year (where the number of organizations on which this percentage level is based is fewer than 10, the number is shown in brackets): welfare services, recreation (3), ethnic (7), community planning, volunteer co-ordination, and ecological (9). The others were below this sixty per cent level, i.e., organizations concerned with fund-raising, health, promoting the arts, senior citizens, and youth work.

Organizations were also asked in this question to state the nature of the major issues on which they took a stand in the past year. Of 87 organizations that answered this question, the following are the percentages that took a stand on the type of issue indicated: socio-economic issues, 29 per cent; human rights issues, 25 per cent; environmental issues, 17 per cent; promotion of recreation and the arts, 10 per cent; health issues, 6 per cent, and miscellaneous issues, 13 per cent. This distribution of percentages, however, bears a rough relationship to the number of organizations in the sample that are concerned with these various purposes.

When organizations are arranged according to the amount of effort devoted to advocacy, we find that on the whole, the higher the percentage of effort directed to such activities, the higher the proportion that took a public stand on a controversial issue in the past

year. There is nothing surprising, however, in this finding, for that is what advocacy is about.

Overall, then, it can be seen that the voluntary sector is not merely prepared to provide services to the community, but is also engaged in actions directed to social change. As we have stated before, however, this study does not adequately reflect the activities of the more militant advocacy groups that are crucially concerned with more radical changes in Canadian society.

11. Representations to government bodies concerning controversial issues.

Question 23 asked whether organizations had made representations to any government body regarding a public controversial issue. Of 223 organizations answering this question, 112, or 50 per cent had done so. There were no significant differences in this regard by size of organization as measured by number of paid staff.

Another part of this question asked the organizations to state the issues about which representations had been made. Of 85 organizations answering this question, the following are the percentages that made representations on the type of issue indicated: socio-economic issues, 41 per cent; human rights issues, 28 per cent; promotion of recreation and the arts, 13 per cent; environmental issues, 11 per cent; health issues, 1 per cent, and miscellaneous issues, 6 per cent. The rank order of importance of these issues follows roughly the rank order of issues about which organizations had taken a stand in the past year, as described in the previous section. Differences in this regard by size of organization are not significant.

Yet another portion of Question 23 listed seven means by which organizations might make representations and asked them to check which ones they had used. The numbers of organizations using these various means follows:

Brief to a government body	70
Letter or telegram to a member of the legislature	50
Letter or telegram to a Minister of government	61
Press release	16

Meeting with an elected official	51
Meeting with a public servant	54
Organizing or participating in a demonstration	13

Except for two of these means, the range was fairly narrow, from 50 to 70 organizations using one or another means, except for two: only 16 issued press releases, and only 13 organized or participated in a demonstration. Differences in this regard by size of organization were negligible. On the other hand, the number of such actions taken by organizations is directly related to the proportion of their efforts they report having spent in advocacy activities. Thus, while 38 per cent of local organizations report (Question 21) that they are not engaged in any activities involving advocacy, social or community action, or political action, only 10 per cent of 333 representations reported in Question 23 were made by these groups. Twenty-eight per cent of the local organizations were involved in advocacy activities from one to 39 per cent of the time; these account for 36 per cent of the 333 representations reported. Thirty-four per cent of the organizations were engaged in advocacy activities 40 per cent or more of the time; these account for 53 per cent of the representations. As in Section 10, these findings are in the expected direction.

12. Eligibility of advocacy organizations for federal funds

Question 24 asked whether organizations that are engaged in advocacy with respect to controversial issues or in social action or political action should be eligible to receive grants from the federal government. The results show that there are some local organizations that feel that no such organizations should receive grants.

Of 218 local organizations, 128, or 59 per cent, thought such groups should be eligible for grants; 48, or 22 per cent, said some should and some should not receive grants; 10, or 5 per cent, said they should not be given grants, and 32, or 15 per cent did not know whether they should be eligible.

Nevertheless, the percentage is fairly high for those who feel that some organizations should not be eligible for grants (22%). The types and percentages of organizations that feel this way, together with the numbers of organizations on which these percentages are based, follow for those types registering percentages of 15 or more: welfare services, 17 per cent (of 57 organizations); fund-raising, 19 per cent (of 16); ethnic organizations, 50 per cent (of 8); community planning, 25 per cent (of 16); volunteer coordination, 40 per cent (of 15); ecological-environmental, 20 per cent (of 10), and the miscellaneous category, 28 per cent (of 29).

By size of organization there is little difference in this regard, except that in the group of organizations with 50 or more paid staff members, there is a higher proportion of "don't knows" and a lower proportion of those who feel such organizations should not receive grants than among organizations with fewer paid staff.

By proportion of efforts spent in advocacy activities, the greater the amount of time spent in this way, the higher the percentage that feel such organizations should receive grants. Of 64 organizations that say they spend no time at all in advocacy activities, 41 per cent feel such groups should be eligible; of 47 organizations that spend from one to 39 per cent of their time in such activities, 62 per cent say "yes"; of 58 organizations that spend 40 per cent or more of their time this way, 66 per cent feel such groups should receive grants, and of the 43 that expend as much as 60 per cent or more of their efforts in advocacy activities, 70 per cent say "yes". The highest proportion of those who say that some should not receive grants and the lowest proportion of outright "no's" is in the group of 47 organizations that spend from one to 39 per cent of their time in advocacy activities.

Those who said that some groups should and some should not receive grants were asked why they felt this way. Of 44 organizations that answered this question, 19, or 43 per cent, felt that groups that are engaged in political action should be ineligible for grants; the rest gave miscellaneous other reasons. By type of organization, this pattern was about the same, except that all three ethnic organizations gave reasons other than that involving political

action. There were no discernable differences by size of organization in the reasons they gave for saying that some organizations should not be eligible for grants.

While there is some opposition among local voluntary organizations to federal funding of political action groups, this is a matter that is more likely to be decided by the attitudes of the granting agencies than by those of the voluntary sector. Since political action organizations whose purpose it is to change the fundamental structures of Canadian society, like radical political parties and the like, are not apt to apply for such grants, the problem does not arise in that connection. There are, however, activist and militant organizations whose methods may appear abrasive to some groups, that are concerned with issues like housing for the poor, women's rights, day care centers, and a variety of other problems, which may have significant inputs to make in the formation of policies and the development of programs. Typically, these are organizations which do not have the fund-raising capabilities of the more respectable groups in the voluntary sector. It is the view that the granting agencies have of the contribution such groups make to the democratic process and, more specifically, to the shaping of innovative approaches to social problems, that will determine the extent to which they will be given the financial support they require to carry on their work.

13. Further tax advantages to voluntary non-profit organizations.

Part of Question 25 asked those organizations that know of tax advantages that are available to voluntary non-profit organizations whether they felt such groups should be given further tax advantages by the federal government. Of 40 national organizations, 18, or 45 per cent responded positively; 7, or 17 per cent said they should not be given additional tax advantages, and 15, or 38 per cent said they did not know. Of 115 local organizations that answered this question, 39, or 34 per cent, said "yes" to further tax benefits; 28, or 24 per cent said "no", and 48, or 42 per cent were "don't knows". The percentages of "don't knows" is high in both cases. Leaving the "don't knows" aside, 58 per cent of the remaining 67

local organizations felt they should have further tax advantages, and 42 per cent said "no". By size of organizations there is no consistent pattern of responses to this question, but it may be noted that the smallest organizations, with from one to 19 paid staff members, register the highest percentage of favorable attitudes toward further tax advantages, 29 of 45 organizations in this category, or 63 per cent, saying "yes" to this question. By percentage of funds currently coming from the federal government, again there is no consistent pattern, except that the group with the smallest percentage coming from this source, from one to 24 per cent of their current budgets, expresses the highest percentage of favorable attitudes, eight of ten organizations in this category supporting the principle of further tax benefits to the voluntary non-profit sector.

Difficulties experienced in raising funds are also related to the propensity to favor further tax benefits for these organizations. Of the 38 groups that said they experienced major problems in raising funds, 27, or 71 per cent favored further tax benefits; of the 15 that said they experienced minor problems in raising funds, 10, or 67 per cent, said "yes" to this question, and of the seven organizations that said they had no problems in raising funds, none favored further tax advantages.

Local organizations favoring an extension of such benefits were also asked what specific recommendations they would make. Some of the verbatim responses follow:

The property tax credit given non-profit groups is being rescinded. This cost will need to be picked up somewhere or the voluntary non-profit segment will be wiped out.

Arts materials duty free, tax exempt volunteer honoraria, income tax free.

It would be helpful if we could buy materials, office equipment without paying sales taxes.

Special postal and telephone advantages.

Franking privileges for agency mail.

Cut the red tape so that claiming these refunds does not cost more than they are worth to us in actual dollars.

One organization that did not feel that non-profit groups require further tax advantages mentioned the need for additional advantages for persons who make donations, as follows:

A foundation such as ours needs no further tax advantages but an increase in the 20 per cent limit on personal donations would encourage the family that puts up the money to make larger contributions.

In sum, then, the few specific recommendations that were made include the property tax credit, duty-free purchase of materials, exemption from sales taxes, franking privileges, reduced telephone rates, an increase in the 20 per cent limit on personal donations, and simplification of the procedures for claiming tax refunds.

14. Income tax deduction for volunteer work.

Question 26 asked whether organizations felt the federal income tax return should allow for an appropriate tax deduction for the time spent by volunteers. Of 50 national organizations, 3 said they did not know. Of the 47 remaining national organizations, 7, or 15 per cent, agreed fully; 26, or 55 per cent agreed, but only if it could be done simply, and 14, or 30 per cent disagreed.

Of 230 local organizations, 24 or 10 per cent, did not know. Of the remaining 206 organizations, 68, or 33 per cent agreed fully; 73, or 35 per cent agreed, but only if it could be done simply, and 65, or 32 per cent disagreed.

If we combine those who agreed with those who agreed if it could be done simply, then 70 per cent of the national organizations and 68 per cent of the local organizations are in agreement with this proposition.

There were no significant differences on this question by size of organization. By number of volunteer workers, 17 of 62 organizations (27%) with from one to 24 volunteers disagreed with this proposal, compared to 8 of 33 organizations (24%) with from 25 to 99 volunteers, and 28 of 73 organizations (38%) with 100 or more volunteers. There was thus a slight tendency for organizations with large numbers of volunteers to disagree with the concept of a tax deduction for time spent in volunteer activity.

Respondents were also asked if they would elaborate on their answers. The comments that were written in yielded two broad categories of favorable responses and two categories of unfavorable ones, plus a number of miscellaneous replies. Of the 40 favorable responses, 30, or 75 per cent felt that an appropriate tax deduction would improve the quality or recruitment of volunteers or would make it financially easier for people to volunteer; 10, or 25 per cent, felt that donations of time by volunteers should be treated in the same way as donations of money. Of the 43 unfavorable responses, 31, or 72 per cent felt that such a tax deduction violates the spirit of giving or destroys volunteerism, and 12, or 28 per cent, said such a proposal would only lead to tax abuse or tax evasion or that it could not be done simply. There were 40 comments in the miscellaneous category.

Here are two verbatim comments to the effect that a tax deduction would ease the financial burden on volunteers:

It costs volunteers money to participate actively and tax credits would be fair and also encouraging.

Many senior citizens are involved as volunteers, many of them on restricted incomes. Such compensation would enable them to continue especially in the face of rising costs and would potentially increase the number of volunteers.

The next three comments reflect the "time-is-money" theme:

People and groups who can give money are allowed a deduction. Same principle should apply where time is given.

Many low-income people give a lot of time to organizations like ours - with no recognition on income tax; rich people can give \$1,000 in a few minutes, and get \$1,000 worth of recognition.

Time is money for any effective individual. These are people needed by voluntary associations. Perhaps some criteria are required to say which jobs are effective enough to warrant a tax concession. (Some voluntary jobs do more for the volunteer than for the job!).

The following comment expresses the view that a tax deduction would be likely to destroy the spirit of volunteerism:

The essence of volunteer action is giving. Our experience shows that attaching a financial return, direct or indirect, to such action in the long term undermines that essential ingredient.

Difficulty of implementation and concern about tax evasion are expressed in the next two comments:

I can't believe such a policy can be implemented simply.

Would lead to uncontrollable tax evasion. Does a sidesman, passing the collection plate in church, deserve a tax exemption? At what rate per hour?

Two of the miscellaneous comments follow:

As general principle, we want to see more paid work and less volunteer work. If services are needed, work involved in providing them should be paid.

Tax deduction for value of donated services should apply only if corresponding value of services declared as income.

15. Effectiveness of government versus voluntary organizations

Question 27 asked whether the activities of voluntary organizations could not be accomplished as well or better by governments. Only one of 49 national organizations and two of 206 local organizations felt that governments could do a better job in the fields in which voluntary organizations conduct their activities.

Of the 49 national organizations, 36, or 73 per cent, said that voluntary organizations are more effective; 5, or 10 per cent, felt they function more economically; 6, or 12 per cent, said both are needed, and one organization gave another response.

Of the 206 local organizations, 129, or 63 per cent, stated that voluntary organizations are more effective; 6, or 3 per cent, felt they are more economical; 42, or 20 per cent, believed both are needed, and 27, or 13 per cent, gave other responses.

There were no significant differences on this question by size of organization or by per cent of efforts devoted to advocacy activities.

The feeling that voluntary organizations can do things more effectively included comments about the sensitivity of organizations to the community, their responsiveness and flexibility, the absence of red tape and bureaucracy, greater incentive to do a good job, and greater initiative.

The belief that voluntary organizations are more economical was usually expressed by the view that it is not possible for governments to finance services now provided by voluntary organizations.

The view that the government and the voluntary sector each has a role to play included comments about a need for a healthy separation between the two, the effectiveness of each in its proper sphere, and the inability of governments to act in certain areas.

Miscellaneous responses usually had little to do with the relative effectiveness of the government versus the voluntary sector. For example, one comment stated that "voluntary organizations are proof of a free democratic country. They should be encouraged by all governments."

16. Major new areas of activity or new foci

Question 28 asked whether organizations have moved into any new major areas of activity or developed new foci in recent years. Of 48 national organizations, 32, or 67 per cent, said that they had done so, compared to 122 of 226 local organizations, or 54 per cent. To be sure, the answer to this question depends in part on what an organization perceives to be a new area of activity or a new focus, and should not be taken to mean there is a real percentage difference between national and local organizations in the actual number of new activities, though that may in fact be the case.

By size of organization, the percentages reporting new areas of activity are 59 per cent (88 of 148 organizations) for those with from one to 19 paid staff members, 60 percent (9 of 15 organizations) for those with from 20 to 49 paid staff, and 36 per cent (5 of 14 organizations) for those with 50 or more paid staff. By per cent of efforts devoted to advocacy activities, 36 per cent of those who say they are not at all engaged in such activities (22 of 61 organizations) report new areas of activity or new foci, compared with a range of 58 to 67 per cent of organizations that are engaged in advocacy to one or another degree.

The following verbatim comments provide an indication of the range of new areas of activity or new foci reported by voluntary organizations;

Organizing groups for parents of pre-school children (we avoid calling them "study groups" but that is really what they are).

Developed an adult daycare program; now major focus of program; presently involved in researching needs of stroke patients, establishing programs to meet needs.

Geriatric residence, multihandicapped residential training programme. Community rehabilitation.

Mincome, pharmacare, use of volunteer counsellors, direct day care services.

Turned from education re tuberculosis and now encompass all respiratory diseases.

Became consultants to existing citizen groups and organizations (free service).

Tenant management, rent review, advocacy.

Developing or helping organize a social data base for the community. Program evaluation, starting with ourselves.

Legal reform, community education.

Program and demonstration projects in criminal justice field - volunteers, residential facilities, etc.

Development of non-denominational services, multi-service centres, pre-marriage courses, training in parenting.

Providing information to Canadians who want to be involved in work, study, travel abroad.

Summer school of dance using high-calibre professional instructors.

The transition from "Conservation" to "Environment" carried with it enormously broadened implications.

Organizing groups like ourselves throughout the region in order to develop a regional perspective and regional communication in areas of social concern; this is partly community education.

17. Major and minor problems in raising funds and in recruiting volunteers, members, or staff.

Question 29 asked whether organizations have experienced major or minor problems in recent years in raising funds, recruiting active volunteers, recruiting members, or recruiting staff. Tables

16 and 17 present the summary figures for national and local organizations, respectively. Figures in brackets beside the listed problem indicate the number of organizations on which percentages are based.

TABLE 16

PERCENTAGES OF NATIONAL ORGANIZATIONS
REPORTING MAJOR OR MINOR PROBLEMS
IN INDICATED AREAS

	Major problem <u>Per cent</u>	Minor problem <u>Per cent</u>
Raising funds (46)	61%	24%
Recruiting active volunteers (40)	20%	45%
Recruiting members (40)	30%	35%
Recruiting staff (42)	9%	29%

TABLE 17

PERCENTAGES OF LOCAL ORGANIZATIONS
REPORTING MAJOR OR MINOR PROBLEMS
IN INDICATED AREAS

	Major problem <u>Per cent</u>	Minor problem <u>Per cent</u>
Raising funds (207)	58%	26%
Recruiting active volunteers (183)	26%	41%
Recruiting members (168)	13%	36%
Recruiting staff (159)	6%	24%

The first observation to be made is that the problem of raising funds looms largest for both national and local organizations; 61 per cent of the national organizations and 58 per cent of the local organizations identify fund-raising as a major problem. Recruiting active volunteers is the next largest major problem for local groups but third in importance for the national organizations, and recruiting members ranks second for national organizations, but third for local organizations. Recruiting staff is not a major problem for many organizations, local or national.

Size of organization has a considerable bearing on the percentages of local organizations that name fund-raising as a major problem. Of those with from one to 19 paid staff, 36 per cent see this as a major problem; of those with from 20 to 49 paid staff members, 53 per cent identify it as a major problem, and of those with 50 or more staff members, the percentage rises again to 64 per cent. Clearly, the larger the organization, the greater the problem of raising funds.

The percentage of total current budgets that come from the federal government does not bear a consistent relationship to the proportion of organizations that see fund-raising as a major problem. Of organizations that receive from one to 24 per cent of their budgets in this way, 53 per cent name this as a major problem; of those that receive from 25 to 49 per cent of their budgets from Ottawa, 87 per cent identify fund-raising as a major problem, but the percentage drops to 57 per cent for those groups that receive 50 per cent or more of their budgets from federal sources. By per cent of efforts devoted to advocacy activities, there are only small differences in the proportions of organizations that name fund-raising as a major problem.

As for recruiting active volunteers, the smaller organizations name this as a major problem somewhat more often than the larger ones; 24 per cent of those with from one to 19 paid staff see this as a major problem, compared to 15 per cent of each of the 20 to 49 paid staff category and the 50 and over paid staff category. The numbers of volunteers in organizations have little bearing on the percentages that see recruiting volunteers as a major problem, the range being from 20 per cent to 28 per cent for organizations with various numbers of volunteers. The range is also small for organizations that devote varying amounts of their efforts to advocacy activities; from 19 to 26 per cent see recruiting volunteers as a major problem, though there is a slight tendency for organizations that spend more time in advocacy to experience this problem less frequently.

The problem of recruiting members varies in a very narrow range by size of organization, from 8 to 13 per cent of organizations identifying this as a major problem. By number of dues-paying members, 17 per cent of organizations with up to 400 members and the

same percentage of organizations with 1,000 or more members name this as a major problem, but none of the 14 organizations with between 400 and 999 members sees it as a major problem. The amount of time spent in advocacy activities also has little bearing on the problem of recruiting members; the range here is also narrow, between 7 and 15 per cent seeing this as a major problem, though there is a slight tendency for the groups most involved in advocacy (60 per cent or more of their efforts) to experience this problem more frequently than the others.

For the smallest and the largest organizations, recruiting staff is a major problem for 7 and 8 per cent of organizations, respectively, but none of the 13 organizations in the mid-sized category, with from 20 to 49 paid staff members, names this as a major problem. There is hardly any variation by region of country in the proportion who identify recruiting staff as a major problem, the range being from 5 to 8 per cent. By proportion of time spent in advocacy activities there is also a very narrow range, from 4 to 7 per cent identifying this as a major problem.

18. Seconding of civil servants for work with voluntary organizations.

Question 30 asked whether it would be helpful to organizations if appropriately qualified civil servants could be assigned to work with their staffs for a period of time at the government's expense? Of 46 national organizations that answered this question, 52 per cent said it would be helpful, 37 per cent said it would not, and 11 per cent did not know. A smaller percentage of local organizations thought it would be helpful: of 226 organizations, 36 per cent answered "yes"; 45 per cent said it would not be helpful, and 19 per cent did not know.

Omitting the "don't knows", there is a suggestion that more of the larger organizations feel the assignment of civil servants would be helpful: of 118 groups with from one to 19 paid staff members, 43 per cent answered affirmatively; of 15 groups with from 20 to 49 paid staff, 6, or 40 per cent said it would be helpful, and of 15 organizations with 50 or more paid staff, 8, or 53 per cent, said "yes".

Except for the Atlantic region, there is little variation by region in the proportion of those who feel the assignment of civil servants would be helpful; in all these regions, the range of variation of those who feel it would be helpful is from 38 to 45 per cent, but in the Atlantic region, 62 per cent of the local organizations favored this idea.

As the proportion of an organization's energies that is directed to advocacy rises, so does its propensity to feel the seconding of civil servants would be helpful. Of 53 organizations that spend no time at all in such activities, 36 per cent favored this suggestion; of 34 groups that spend from one to 39 per cent of their time in advocacy activities, 44 per cent felt the assignment of civil servants would be helpful; of 47 groups that spend 40 per cent or more of their time this way, 57 per cent felt it would be helpful, and of 35 groups that spend 60 per cent or more of their time in these activities, 57 per cent favored the idea.

Organizations were also asked for what purposes they would visualize utilizing such individuals. The following are some typical comments:

Informing civil servants about the need to support voluntarism with time and money.

Better understanding of each others' roles, problems, and areas of responsibility.

To know how government works and to get a sounding board.

Preparing budgets; exercising financial control over projects; planning and evaluation.

Budget, briefs, red tape knowledge of government machinery, education of up-coming low income leadership, resource.

Facilitating organization of briefs, public meetings, advertising and information campaigns, funding radio and TV advertising of specific issue or position.

Administrative and financial planning, fund raising, users' think tanks.

Secretarial work, project leaders, accounting.

Cultivating local industry in regard to the value of voluntarism and the need to support it.

Public information programs, staff training, management consultants.

Setting up educational seminars.

Legal assistance in interpreting and explaining new legislation.

On consultant basis, evaluation, and holiday relief.

Organizing research and evaluation; informing us of grant sources; training co-ordinators.

Joint research effort, joint community development effort.

Studies into aspects of resource management.

Translation.

To teach basic commonsense solutions to problems.

While there were not many comments written in, it is apparent that organizations see many ways of utilizing civil servants, although assistance with financial aspects such as funding, budgets, and financial control appears to be a major interest among the responses to this question.

19. Efforts to make governments aware of new problems or issues

Question 31 asked whether organizations have helped to make any level of government aware of new problems or issues. Of 49 national organizations that answered this question, 37, or 75 per cent said they have done so; of 214 local organizations, the corresponding figures are 166 groups, or 78 per cent. There are no discernable differences in this regard by size of organization, but there is some difference by the percentage of time organizations devote to advocacy activities. Of the organizations that spend no time at all in these activities, 60 per cent said they have made governments aware of new problems or issues; for all other levels of advocacy activities, percentages of organizations that have done so range from 81 to 89 per cent.

Organizations were also asked to indicate what means they had used to bring these matters to the awareness of various levels of government. Of 151 local organizations that answered this question, the following are the categories into which their responses fell, together with the percentages of organizations which used the means indicated; meetings or correspondence with government officials far outnumbered all other means combined:

Meetings or correspondence with government officials, MP's or MPP's, including submission of briefs	60%
Public information campaigns, including use of mass media, press releases, public meetings, conferences	9%
Demonstration projects (agencies' own projects)	7%
More than one of the above methods	21%
Other methods	3%

There were no significant differences by size of organization in the means used to make governments aware of new problems or issues.

In addition, organizations were asked to indicate the problems or issues they had brought to the awareness of governments. The verbatim comments which follow indicate the range of these issues:

Maintenance of aged in their homes.

Increasing number of older persons in population and new types of services which are needed.

Transportation for handicapped or elderly, co-ordination of school volunteers.

Handicap transportation; community care for elderly.

Housing, "government priorities", employment and "public assistance", "support", services to elderly, institutional placements, day care.

Consumer debt problems.

Income security, rent review.

Youth employment problems.

Need for native housing, especially in Alberta in 1971, but also since then.

Changing needs in field of blindness.

Compensation for disability; relief from taxation considered inequitable for severely disabled persons; housing; transportation facilities.

Suicide, suicide attempts and alienation.

Capital punishment, use of force by police, imprisonment.

Involving parents in decision-making; education in metric measurements; sexism in textbooks.

Support for arts activities.

Lack of cultural facilities in Kamloops, B.C.

Need for social survey.

Information sharing among like organizations.

Lack of co-ordination of services.

Problems of service delivery, administration, costs, quality of services.

20. Comments on four themes.

Question 35 asked respondents whether they wished to make any other comments about any of the matters covered in the questionnaire or related to it, pointing out that "as the questionnaire is intended for a great variety of organizations, it may not adequately reflect the reality of your particular organization", and that "we are therefore most eager for you to 'set the record straight'". A blank page was added to the questionnaire to enable respondents to answer fully. While not very many of the respondents chose to write in comments, a fair number of those who did offered interesting and thoughtful insights and suggestions. By and large, the comments fell into four categories: the character of voluntary organizations, relations of the voluntary sector with governments, government funding, and the questionnaire itself and the purposes of the study.

a. The character of voluntary organizations

A view of voluntary organizations as instruments of social change is reflected in the following extended comment:

In a rapidly changing Canadian society, the role and importance of volunteer action and organizations should be considered as providing that tone of flexibility in a community in order that citizen participation can keep pace with social change. Voluntary action may be viewed as the future terminology for citizen participation in Canada. It is indeed important that volunteerism is seen as that vehicle to facilitate and to rally people to take an interest in the various social concerns and issues in our community.

The Government of Canada should be encouraged to see its role and responsibility to not only support but to foster growth in this area. It is indeed an avenue for the government to test out "societal reaction" towards future social policies and related issues. Through such a forum, a mechanism is provided to develop community cohesion in view of the rapid growth of our changing society.

The Government of Canada is to relate to...voluntary organizations by taking the initiative in providing the necessary resources in promoting catalytic forces in our

community....It is indeed through the use of people that such action can be initiated so as to relate issues and concerns throughout our society and at the same time enable a mechanism of "transferring power" to people in terms of individual resources and skill.

The importance of voluntary associations in a pluralistic society is seen in the following comment:

My conviction about the importance of the Voluntary Agency does not relate solely to the question "who can do the job best?" Some government programs are extremely well run, so it is not an either/or question in terms of quality, administration, or values. However, in my view the voluntary agency, if it is to flourish (or even survive) must be more responsive than government programs to the expectations peculiar to each local community. In its responsiveness to local conditions I see the voluntary agency as one means of reinforcing the pluralistic aspect of our society.

At the present time there is fairly widespread cynicism and mistrust both of "big" government and "big" business. There is a good deal of dissatisfaction about our society on the grounds that it is too "impersonal". This again underlines the importance of the small or moderate sized locally-based organization in the field of human care. More than that, however, it points to the need for government administrators and voluntary agency directors alike to devise ways in which the advantages both of "bigness" and "smallness" can be maximized. This can be achieved to some degree if the large organization develops relatively small service delivery teams which have a measure of autonomy from the parent organization, coupled with accountability to the community which they serve.

Similar sentiments are expressed in another comment, that "Volunteer groups are able to meet the expressed or implied needs of the community which the government cannot meet". Yet another states that voluntary groups are essential to "a healthy and vigorous society", that they "voluntarily monitor what's going on" and provide many insights into the social-political process. One respondent notes that since volunteer programs save governments money, they ought to be given funding consideration, and another sees his organization as supplementing government efforts and serving a "traditional need... within the system". A distinction between the concerns of branches of organizations and the national body is made by yet another respondent.

b. Relations between voluntary organizations and government

Comments under this heading are varied. In general there exists the view that the government and its agencies tend to be bureaucratic in attitude and response; they show a lack of concern, are late in disbursing allocated funds, offer assistance which is limited in time and amount, and so on.

One respondent says "Stop all governments in their growth towards increased bureaucracy", and another says that "Private agencies by the nature of their set-up can offer alternatives to the present age of bureaucracy". Still, another reports having had excellent relations with the federal government and having experienced no "intrusions". One complains of greater interference by volunteers than by the government.

Lack of government policy on criminal justice is a specific complaint voiced by one organization, which also laments "government secrecy - can't get a straight answer". A medium-sized foundation has difficulty in evaluating applications for assistance and needs government help in this because of a lack of "investigative" resources.

A recurrent theme is the need to know more about funding agencies and eligibility criteria; this theme is coupled with a plea for more sympathetic and faster responses to letters and inquiries. An urgent appeal is made for a brochure indicating the names of the granting departments and agencies, the persons in charge, and the application procedures. The suggestion is made that the government should set up a non-political and non-bureaucratic "national funding organization" directed by private citizens.

Another theme which emerged from the comments is that civil servants appear to lack the interest in and knowledge of voluntary organizations to be able to make valid judgments regarding applications for assistance.

One respondent writes of the expertise voluntary organizations can bring to government agencies, as follows:

I am disappointed that no provision has been made [in the questionnaire] for opinions on improving the use by government of agency expertise. So many times a government department will embark on a programme whose costs to the taxpayer might well have been avoided if a little forethought had been used and appropriate

voluntary agencies with much expertise in that area consulted before the programme was finalized. Both agencies and government could benefit from a "sounding-box" arrangement for two-way communication at the planning stage - particularly in the health field.

c. Government funding of voluntary organizations

Of those who expressed an opinion about government funding, the majority lamented the lack of available funds. Many saw the future of voluntary associations as being more or less dependent on financial support from governments. A few had no interest in obtaining government grants because they saw the acceptance of such support as tantamount to a loss of control over the organization's policy and status.

Another theme concerns long-term rather than short-term funding. This is expressed in the following comment:

Government should commit themselves, when funding an organization, to a specific time period, say a five-year funding period. That would allow an organization to take a lease, buy equipment and make long-range plans.

During the five-year period of commitment, the funding body should work closely with the organization on their finances, giving them advice and assistance on becoming as economically independent as possible. At the end of the five years, the organization's financial position could be re-evaluated, i.e., 1) it might be able to be independent of funding, 2) it might still need a certain amount of funding, 3) it might be seen that the organization will need to be strongly funded for many more years (or its existence). Plans for extending the funding commitment or not could then be made realistically.

Another comment along the same lines is the following:

It would be helpful if any government funding for established agencies were made available over a five year period with a more or less routine assessment annually and a major assessment at the end of the five year period. This would assure accountability and would take into account the view of those who believe that program life is about five years in duration.

Financial support for volunteers to enable them to continue this work is stressed in the next verbatim comment:

More and more volunteers are asking for baby-sitting fees, transportation costs, meals, etc. I believe many young people 25-40 years would give more time if they could have the above expenses paid. Many of our excellent volunteers really want to work...but they cannot afford to....

We need these people, but we must have assistance from the federal government to attract these people. This can be done by looking at the whole role of volunteerism, i.e., recruitment, motivation, training, recognition.

I am positive that the goodwill that is generated by so many volunteers will vanish in the future if assistance is not forthcoming.

The inadequacy of government funding is emphasized by a self-help organization which has had to curtail its activities because of insufficient financial resources. Another feels that government grants should be given with more care, citing a grant for \$11,000 given to someone to write a book on "How to Bake Bread". A group complains that it spends too much time and energy soliciting funds due to a lack of government assistance.

One organization states a clear preference for remaining "as an independent voluntary organization", and that a government grant "is not free money" because there are strings attached. Along these lines, another says that government funding, while necessary, "ties our hands", that is, a grant is not always renewable, has to be spent in a specified period, and the like. This respondent also deplores the fact that government priorities change from year to year.

d. The questionnaire itself and purposes of the study.

Some of the comments on the questionnaire had to do with its lack of sufficient applicability to a particular type of organization. For example, an alternative school referred to the inapplicability of most of the questions, and an organization concerned with international relations and issues felt that the questionnaire was largely inapplicable to its situation. However, another group felt it was the best questionnaire they had seen: it "seems to get to the heart of the funding problems".

Other comments questioned the value of the research. "What is the purpose of this questionnaire?", asked one respondent, who feels that the information sought should have been collected "18 months ago when you first met". Still another is skeptical about the value of the study, fearing that "it will reflect the 'soft' attitude of our 'social' scientists".

Criticism along these lines is sharply expressed in the following respondent's comment;

Are you aware this is one of a dozen or more such studies (although to be fair it appears to be the best questionnaire)?

Do you honestly believe this process is anything more than "study the problem to death" method of bureaucracy?

Have you any assurance this study won't be misused or buried?

Many of the questions are based upon philosophy, policy and program recommendations before the government for at least nine years.

What has happened to Secretary of State's "Transferring of participatory resources"?

Another respondent is critical of the omnibus character of the research, especially of its attempt to "cover" the entire voluntary sector through a single questionnaire. The comment is worth quoting:

Regret seeing voluntary sector lumped together as if it were a large undifferentiated mass; this follows from the view of the society as big business, big labour, big government, big voluntary sector. Wish to strongly express experience of _____ as a group of like-minded people working on a specific issue not trying to (indeed trying not to) become routinized, stabilized, etc. Important to keep organizations in the political action sector fast and loose and able to constantly respond to government action and to press for action in desired directions.

Appendix A

Covering letter

Questionnaire

Follow-up letter

National Advisory Council on
Voluntary Action Conseil consultatif
canadien de
l'Action volontaire

Secretary of State
990 - Hunter Building
56 O'Connor Street
Ottawa, Ontario
K1P 5Z6

June 2, 1976.

The National Advisory Council on Voluntary Action is presently involved in a series of research projects related to voluntary action in Canada.

Many groups and individuals have expressed a real interest in the present study of the voluntary sector, its activities and its relations with government. One of the ways we hope to carry this out is by a survey of Canadian voluntary organizations. Your organization is one of 700 groups we are contacting which will include citizen, women's, welfare, arts, sport, and other voluntary action groups. This study is being undertaken by an independent researcher, Professor Henry Cooperstock of the University of Toronto.

Your contribution to this study is important because only a full response will ensure Professor Cooperstock's success in this undertaking.

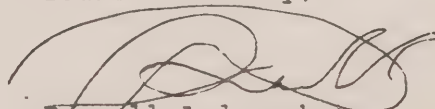
This information will only be utilized by Professor Cooperstock and will be analyzed by him.

The study will be completed by September 30, 1976; in order to meet this deadline we must have all the questionnaires back by July 15th at the latest.

In addition, the Council would be pleased to have you contact us individually should you have any particular information you would like to share with us.

Your cooperation is urgently needed and appreciated.

Yours sincerely,



Raynell Andreychuk,
Chairman.



Secretary
of State

Secrétariat
d'Etat

NATIONAL ADVISORY COUNCIL ON VOLUNTARY ACTION

c/o the Department of the Secretary of State
Hunter Building
56 O'Connor Street, Room 990
Ottawa, Ontario K1P 5Z6

The letter which accompanies this questionnaire explains the importance of this survey for your organization and how it is related to the report which will be made by the National Advisory Council on Voluntary Action to the Secretary of State later this year.

Questionnaires should be completed either by the chief executive officer or by the president or chairperson of your organization. We have pre-tested this questionnaire with a number of people and have found that the average time for completing it is about 30 minutes. Your replies are entirely confidential. After the questionnaires have been returned to us, this cover page will be removed, thereby ensuring the anonymity of your answers.

We would especially like to call your attention to the space for additional comments which is provided at the end of the questionnaire. As the questionnaire is intended for a great variety of organizations, you may find that it includes questions which do not reflect the reality of your particular organization. This is why we cordially welcome these additional comments.

The results of the survey will be analyzed by Professor Henry Cooperstock of the Department of Sociology of the University of Toronto. All organizations returning questionnaires will receive a copy of the report of the survey. We feel certain you will find this report of great interest.

Please return this questionnaire as soon as possible in the envelope which has been provided. We must have all questionnaires back by July 15th if we are to meet our publication deadline.

Agency/Organization _____

Address _____

Name of person completing form _____

Date _____ Telephone _____

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O. ☐

N.O. ☐

D.N.A. ☐

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CARD 1
Columns

5-7

8-9

10-14

15-19

20-23

24-28

28-31

32

1. In what year was your organization established? 1 _____

2. What is the major objective or purpose of your organization?

3. Does your organization have:

Dues-paying members? Yes ☐ About how many? _____

No ☐

Non dues-paying members? Yes ☐ About how many? _____

No ☐

Volunteer workers? Yes ☐ About how many? _____

No ☐

Clients or people to whom
you provide services or
counselling? Yes ☐ About how many? _____

No ☐

If the categories above do not describe your organization,
please use the line below:

Other (specify) _____ About how many? _____

If your organization utilizes volunteer workers, which one of
the following ways do you consider the best way to orient or
train volunteers for your kind of organization? (Please choose
only one, even though there may be more than one good way to
train volunteers.)

- Through the experience of working with other volunteers. ☐
- By formal sessions conducted by the organization itself. ☐
- By formal sessions conducted in local community colleges or continuing education departments. ☐
- By on-the-job training supervised by professional staff. ☐

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USE ONLY

CARD 1
Columns

33-35

4. How many paid staff do you have at present? (Please include all occupations: administrative, professional, technical, clerical, and so on, counting part-time staff according to the amount of time they work - two half-time employees would count as one staff member.)

Paid staff _____

5. Is your organization affiliated with other organizations with aims similar to your own?

No ☐ (please skip to question 6) Yes ☐

Is it: A branch ☐ , an independent affiliate ☐

Other (specify) _____

36

37

6. Does your organization have a Board of Directors?

No ☐ (please skip to question 7) Yes ☐

Are the members of the Board elected or appointed?

Elected ☐ Appointed ☐ Some elected and some appointed ☐

38

7. Does your organization have a definite policy about accepting Federal funds?

We have a definite policy which allows us to accept Federal funds. ☐

We have a definite policy of not accepting Federal funds under any circumstances. ☐

We have no policy about this one way or the other. ☐

Other ☐ (specify) _____

39

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Column 1
Columns

8. Here is a list of purposes for which voluntary organizations might like to receive funds/grants from governments. For each item in the list, circle the appropriate number on the scale which corresponds to its importance for your organization. Thus, "1" is to be taken to mean "most important" to your organization, "5" means "not important" to your organization, and "6" means "not applicable" to your organization. The remaining numbers correspond to in-between degrees of importance.

Please place a circle around one of the numbers for each item listed.

Most impor- tant	2,3&4 are in between			Not impor- tant	N/A
------------------------	----------------------------	--	--	-----------------------	-----

Purposes for which outside funds might be used	Most impor- tant	2,3&4 are in between			Not impor- tant	N/A	
a) To establish a national or regional development bank whereby low-cost loans can be made to voluntary organizations.	1	2	3	4	5	6	40
b) To finance training programs for volunteers.	1	2	3	4	5	6	41
c) To finance new or experimental programs.	1	2	3	4	5	6	42
d) To finance successful existing programs.	1	2	3	4	5	6	43
e) To finance staff development programs.	1	2	3	4	5	6	44
f) To finance a clearing house through which information can be exchanged about new programs, volunteer training, sources of funds, sources of information, and the like.	1	2	3	4	5	6	45
g) To fin. organizing campaigns of new members.	1	2	3	4	5	6	46
h) To finance community educational programs.	1	2	3	4	5	6	47
i) To finance the travel of delegations to legislatures or to see government officials.	1	2	3	4	5	6	48
j) To finance the operating costs of organizations. (Other than salaries)	1	2	3	4	5	6	49
k) To revive programs which have had to be abandoned because of inadequate funds.	1	2	3	4	5	6	50
l) To reimburse vol. for out-of-pocket expenses	1	2	3	4	5	6	51
m) For staff salaries.	1	2	3	4	5	6	52
n) For research activities of various types related to your organization.	1	2	3	4	5	6	53
IF THERE ARE ANY OTHER PURPOSES FOR WHICH YOU FEEL SUCH FUNDS MIGHT BE USED PLEASE LIST THESE BELOW:							
o) (specify)	1	2	3	4	5	6	54-63
p) Other (specify)	1	2	3	4	5	6	
q) Other (specify)	1	2	3	4	5	6	

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CARD 2
Columns

9. Please rank your major sources of funds. Write "1" for largest source, "2" for the next largest, and so on. Please write a "0" for those categories which do not apply to you.

Membership dues	<input type="checkbox"/>	Business Firms	<input type="checkbox"/>
Participation fees	<input type="checkbox"/>	Public fund campaigns	<input type="checkbox"/>
Donations from members	<input type="checkbox"/>	Local governments	<input type="checkbox"/>
Sales of merchandise	<input type="checkbox"/>	Provincial governments	<input type="checkbox"/>
Investments	<input type="checkbox"/>	Federal government	<input type="checkbox"/>
Parent bodies	<input type="checkbox"/>	Foundations	<input type="checkbox"/>

5-28

10. Would you favor a policy of requiring organizations to match all or part of Federal government grants by raising funds from other sources?

Yes ☐ No ☐

29

Have you any comments on this question? _____

30-31

11. Should organizations be required to account for the use of funds provided by the Federal government?

No ☐ (please skip to question 12)

32

Yes, for all grants ☐

33-34

Yes, but only for grants over \$5,000 ☐

It depends. ☐ On what does it depend? _____

(If your answer was "Yes", or "Yes, but...", or "It depends"):
How should the use made of funds be evaluated?

- No evaluation--a report on how funds were used should be submitted by the group funded. ☐
- An independent party should do the evaluation. ☐
- The government department making the grant should do the evaluation. ☐
- Other ☐ (specify) _____

35

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USE ONLY

CARD 2

Columns

12. Some persons have suggested that funding decisions should be made on a regional basis by persons more familiar with the work of organizations in their region instead of by decision-making bodies that are centrally located, as in Ottawa. While both methods may have advantages and disadvantages, which would you favor?

Regional decision-making about funding. ☐

Centralized decision-making, as in Ottawa. ☐

Don't know. ☐

Have you any comments on this question? _____

13. Apart from the question of regional versus centralized decision-making concerning funding, two methods of Federal government funding of voluntary organizations have been suggested.

The first is the one currently in use, whereby voluntary organizations apply to government departments, which assess the merits of these applications and decide whether or not to provide funds.

The other would entail the creation of an independent non-governmental organization similar to the Canada Council, which would receive funds from the Federal government, enlist the advice of knowledgeable people in assessing the merits of applications for funds, and make the decisions about the awarding of grants.

Which of these methods would you prefer?

Grants made directly by Federal government departments. ☐

Grants made through an independent non-governmental organization similar to the Canada Council. ☐

Don't know. ☐

Have you any comments on this question? _____

36

37

38

39

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FOR OFFICIAL
USE ONLY

CARD 2
Columns

14. Has your organization received a grant from any Federal government department or agency in the last five years?

No ☐ (please skip to question 18)

Yes ☐

As far as you can recall, in what year(s) did you receive such a grant?

1976 ☐ 1975 ☐ 1974 ☐ 1973 ☐ 1972 ☐

Did you apply to more than one Federal government department or agency for any of the grants you were given?

Yes ☐

No ☐

From what sources did you learn about the availability of the grants you have received?

From a government publication ☐

From another organization or another branch or parent organization ☐

From a personal contact ☐

Other ☐ (specify) _____

Have you experienced any of the following kinds of difficulties in obtaining such grants?

Long delays in receiving responses to correspondence or telephone calls ☐

Difficulties in obtaining information as to where grants are available or how to apply? ☐

Difficulties in arranging meetings with government officials? ☐

Other ☐ (specify) _____

15. In the past five years, has your total funding from the Federal government decreased or increased? Please circle the appropriate number on the scale, assuming that '3' signifies no change or that the amounts received tend to fluctuate from year to year.

Greatly decreased 1 2 3 4 5 Greatly increased

If your total funding from the Federal government has declined, what have been the effects on your organization?

CARD 1
Columns
64-67

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FOR OFFICE
USE ONLY

CARD 2
Columns

16. Roughly, what percentage of your total current budget comes from the Federal government?

_____ per cent of our current budget comes from the Federal government.

45-46

17. Leaving aside financial aspects, was your organization influenced by the receipt of Federal government grants?

No ☐ (please skip to question 19)

47

Don't know or uncertain ☐ (please skip to question 19)

Yes ☐ Our policies were affected ☐

48

Our programs were affected ☐

49

Other important effects _____

50

Please elaborate on the ways you were affected _____

51-52

On the whole, was the result of this influence positive or negative for your organization?

Positive ☐ Negative ☐

53

If negative, how can such influences be reduced or prevented?

54-55

(please skip to question 19)

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FOR OFFICE
USE ONLY

CARD 2
Columns

18. (THIS QUESTION IS TO BE ANSWERED ONLY BY ORGANIZATIONS WHICH HAVE NOT RECEIVED A GRANT IN THE LAST FIVE YEARS)

If your organization were to receive a grant from a Federal government department or agency, do you think it would be influenced in any way?

No ☐ (please skip to question 19)

Don't know ☐ (please skip to question 19)

Yes ☐ Our policies would be affected ☐

Our programs would be affected ☐

Other important effects _____

Please elaborate on the ways you feel you would be affected

On the whole, would the result of this influence be likely to be positive or negative for your organization?

Positive ☐ Negative ☐

If negative, how can such influences be reduced or prevented?

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60-61

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63-64

65-67

68-69

19. As far as you know, which departments or agencies of the Federal government provide grants to organizations of your kind?

Don't know of any that provide grants. ☐

20. Please state briefly what you think are the main considerations used by Federal government departments or agencies in funding voluntary organizations.

Don't know what considerations are used. ☐

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FOR OFFICE
USE ONLY

CARD 2

Column 1

21. Would you say that your organization is engaged in one or more of the following types of activities? (please check applicable items)

Advocacy (for example, of law reform, anti-pollution measures, etc.) ☐

Social or community action ☐

Political action ☐

None of these ☐

If your organization is engaged in advocacy, or social or community action, or political action, please describe briefly the types of issues and activities that are involved.

Roughly, what percentage of your organization's efforts are devoted to such activities?

_____ per cent.

22. Does your organization express opinions on issues publicly which you consider controversial?

No ☐ (please skip to question 23)

Yes ☐

During the past year, has your organization taken a public stand on a controversial issue?

No ☐ (please skip to question 23)

Yes ☐

What were the major issues? _____

70

71-72

73-75

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78-79

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FOR OFFICE
USE ONLY

CARD 3
Columns

23. In the past year, has your organization made representations to any government body regarding a public controversial issue?

No ☐ (please skip to question 24)

Yes ☐

What were the major issues? _____

What means did your organization use?

Brief to a government body ☐

Letter or telegram to a member of a legislature ☐

Letter or telegram to a Minister of government ☐

Press release ☐

Meeting with an elected official ☐

Meeting with a public servant ☐

Organizing or participating in a demonstration ☐

Other ☐ (specify) _____

24. Should organizations that are engaged in advocacy with respect to controversial issues or in social action or political action be eligible to receive grants from the Federal government?

Yes ☐ they should receive grants (please skip to question 25)

Don't know ☐ (please skip to question 35)

Some should and some should not receive grants ☐

Why do you feel some should and some should not receive grants?

No ☐ they should not receive grants

Why do you feel they should not receive grants? _____

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6-7

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FOR OFFICE
USE ONLY

CARD 3

Column

19

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54

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21

22-23

24-25

25. Is your organization incorporated as a voluntary non-profit organization?
- Yes ☐ No ☐
- Do you know of any tax advantages that are available to voluntary non-profit organizations?
- Yes ☐ No ☐
- If "Yes", should each organization be given tax advantages by the Federal government beyond those they are now permitted?
- No ☐ (please skip to question 26)
- Don't know ☐ (please skip to question 26)
- Yes ☐ What specific recommendations would you make? _____
- _____
- _____
26. Some people feel that the time spent by volunteer workers who do work for charitable organizations can be considered a charitable donation, and that as an incentive to volunteering, the Federal income tax return should allow for an appropriate tax deduction. Do you agree or disagree with this?
- Don't know ☐ (please skip to question 27)
- Agree fully ☐
- Agree, but only if it can be done simply ☐
- Disagree ☐
- Would you elaborate on your answer? _____
- _____
- _____
27. Some people feel that most of the activities of voluntary organizations could be accomplished as well or better by governments. Others maintain that voluntary organizations do things that governments cannot do as effectively. What is your opinion on this matter? _____
- _____
- _____

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FOR OFFICE
USE ONLY
CARD 3

Columns

26

27-28

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36-37

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23. In recent years, has your organization moved into any new major areas of activity or developed new foci?

No ☐ (please skip to question 29)

Yes ☐ Which areas or foci? _____

29. In recent years, has your organization experienced major or minor problems with any of the following: (Please check one or more of the appropriate boxes)

Type of problem	Yes Major	Yes Minor	No not a problem	N/A
Raising funds				
Recruiting active volunteers				
Recruiting members				
Recruiting staff				

30. Would it be helpful to your organization if appropriately qualified civil servants could be assigned to work with your staff for a period of time at the government's expense?

Don't know ☐ (please skip to question 31)

No ☐ It would not be helpful (please skip to question 31)

Yes ☐ For what purposes would you visualize utilizing such individuals? _____

31. Has your organization helped to make any level of government aware of new problems or issues?

No ☐ (please skip to question 32)

Yes ☐

Which problems or issues? _____

What means did your organization use in order to do so? _____

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FOR OFFICE
USE ONLY.

CARD 3

Columns

39-40

41-47

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51-52

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32. In what province or territory is your organization located?

Roughly, what is the population of the city or town in which your organization is located? (For example, if your organization is located in the municipality of North York in Toronto, give the population of the larger metropolitan area, not of the municipality; that is, give the population of Toronto.)

Population size _____

33. What is your position in your organization? _____

Is this a volunteer or a paid position?

Volunteer ☐

Paid ☐

Sex: Male ☐

Female ☐

In what year were you born? _____

34. Would you object to having the name of your organization included in the list of participants which will be appended to the report on this survey? (Individual organizations will not be identified in the body of the report.)

No ☐ I do not object

Yes ☐ I object

35. Have you any other comments about any of the matters covered in this questionnaire or related to it? As the questionnaire is intended for a great variety of organizations, it may not adequately reflect the reality of your particular organization. We are therefore most eager for you to "set the record straight". Your comments will enable us to add a dimension to this study that cannot be achieved through the questionnaire alone. We have added a blank page to enable you to extend your comments if you wish to do so.

Secretary of State,
990 - Hunter Building,
56 O'Connor Street,
Ottawa, Ontario
K1P 5Z6

Yours sincerely,

Raynell Andreychuk,
President

Appendix B

List of organizations participating in the study

APPENDIX "B"

LIST OF PARTICIPATING ORGANIZATIONS

This does not include the names of some organizations who participated in the study, but expressed a preference to remain anonymous.

Agincourt Community Services, Agincourt, Ontario.
Alberta Amateur Football Association, Edmonton, Alberta.
Alberta Association for the Dependent Handicapped, Edmonton, Alberta.
Alberta Association for the Mentally Retarded, Edmonton, Alberta.
Alberta Council of Women, Calgary, Alberta.
Alberta Federation of Home and School Associations, Calgary, Alberta.
Alberta Federation of Labour, Edmonton, Alberta.
Alberta Native Communications Society, Edmonton, Alberta.
Alberta Pioneer Auto Club, Calgary, Alberta.
Alberta Society of Artists, Calgary, Alberta.
Alberta Theatre Projects Society, Calgary, Alberta.
Alberta Wilderness Association, Calgary, Alberta.
Alberta Wildlife Foundation, Edmonton, Alberta.
Alberta Women's Institutes, Edmonton, Alberta.
Algoma Arts Festival Association, Sault St. Marie, Ontario.
ALPHA (Action League of Physically Handicapped Adults), London, Ontario.
Alpine Club, Kitchener, Ontario.
Alternative Schooling Community, Kingston, Ontario.
Amalgamated Conservation Society, Victoria, British Columbia.
Association of United Ukrainian Canadians, Toronto, Ontario.

Bastion Theatre Studio Society, Victoria, British Columbia.
Better Business Bureau of Winnipeg, Winnipeg, Manitoba.
Big Brothers Association of Fredericton, Inc., Fredericton, New Brunswick.
Big Brother Association of Saskatoon, Saskatoon, Saskatchewan.
Big Brothers Association of Windsor Inc., Ontario.
Big Brothers of British Columbia, Vancouver, British Columbia.
Birthright, Calgary, Alberta.
B'nai B'rith (Toronto Regional Council), Downsview, Ontario.
Boys' Clubs of Canada, Montreal, Quebec.
Boys' & Girls' Clubs of Canada (Pacific Region), Vancouver, British Columbia.
Boy Scouts of Canada, Ottawa, Ontario.
Brantford Free Press, Brantford, Ontario.
Brant Tenant's Association, Brantford, Ontario.
British Columbia Borstal Association, Vancouver, British Columbia.
British Columbia Human Rights Council, Vancouver, British Columbia.
British Columbia Mental Retardation Institute, Vancouver, British Columbia.

British Columbia Peace Council, Vancouver, British Columbia.
British Columbia Tenant Organization/Vancouver Tenant Council,
Vancouver, British Columbia.
Burnaby Volunteer Bureau, North Burnaby, British Columbia.
Business & Professional Womens Club of St. John's, St. John's,
Newfoundland.

Calgary Community Legal Guidance Service, Calgary, Alberta.
Calgary Indian Friendship Centre, Calgary, Alberta.
Canadian Amateur Boxing Association, Vanier, Ontario.
Canadian Amateur Hockey Association, Vanier City, Ontario.
Canadian Amateur Wrestling Association, Vanier, Ontario.
Canadian Association for Health, Physical Education and
Recreation, Vanier City, Ontario.
Canadian Association of Neighbourhood Services, Toronto, Ontario.
Canadian Association of Neighbourhood Services, Vancouver, British
Columbia.
Canadian Association in Support of the Native Peoples, Ottawa,
Ontario.
Canadian Automobile Sport Clubs, Willowdale, Ontario.
Canadian Bureau for International Education, Ottawa, Ontario.
Canadian Council of the Blind, London, Ontario.
Canadian Council on Children & Youth, Toronto, Ontario.
Canadian Council on 4-H Clubs, Ottawa, Ontario.
Canadian Council on Urban & Regional Research, Ottawa, Ontario.
Canadian Crafts Council, Ottawa, Ontario.
Canadian Cycling Association, Vanier, Ontario.
Canadian Diabetic Association, Toronto, Ontario.
Canadian Executive Services Overseas, Montreal, Quebec.
Canadian Federation of Business and Professional Women's Clubs,
Ottawa, Ontario.
Canadian Federation of University Women, Ottawa, Ontario.
Canadian Foundation on Alcohol and Drug Dependencies, Vanier,
Ontario.
Canadian Guild of Potters, Toronto, Ontario.
Canadian Heart Foundation, Ottawa, Ontario.
Canadian Mental Health Association, Edmonton, Alberta.
Canadian Mental Health Association (National Office), Toronto,
Ontario.
Canadian Mental Health Association, Prince Edward Island Division,
Charlottetown, Prince Edward Island.
Canadian Mime Theatre, Niagara-on-the Lake, Ontario.
Canadian Museums Association, Ottawa, Ontario.
Canadian Paraplegic Association, Toronto, Ontario.
Canadian Parks/Recreation Association, Vanier City, Ontario.
Canadian Pensioners Concerned Incorporated, Toronto, Ontario.
Canadian Rehabilitation Council for the Disabled, Toronto, Ontario.
Canadian Single Parents, Ottawa, Ontario.
Canadian Wildlife Federation, Ottawa, Ontario.
Canadian Women's Christian Temperance Union, Toronto, Ontario.
Cape Breton Island Builders Exchange, Sydney, Nova Scotia.

Catholic Charities of the Archdiocese of Vancouver, Vancouver, British Columbia.
Catholic Council of Social Affairs, Calgary, Alberta.
Catholic Social Services, London, Ontario.
Catholic Women's League of Canada, Winnipeg, Manitoba.
Central Volunteer Bureau, Belleville, Ontario.
Central Volunteer Bureau, Kitchener, Ontario.
Central Volunteer Bureau, London, Ontario.
Century II Dancers, Calgary, Alberta.
Cheshire Homes Society of British Columbia, Vancouver, British Columbia.
Children's Aid Society of Winnipeg, Winnipeg, Manitoba.
Children's Foundation, Vancouver, British Columbia.
Chilliwack Community Services, Chilliwack, British Columbia.
Chilliwack Exhibition, Chilliwack, British Columbia.
Chimo Help Centre Inc., Fredericton, New Brunswick.
Christian Movement for Peace, Toronto, Ontario.
Citizen Action Group, Hamilton, Ontario.
Citizens' Committee for Pollution Control, Burlington, Ontario.
Clifton House for Boys, Toronto, Ontario.
Community Arts Council of Chilliwack, Chilliwack, British Columbia.
Community Arts Council of Vancouver, Vancouver, British Columbia.
Community Information Centre, Kitchener, Ontario.
Community Information Centre of Metropolitan Toronto, Toronto, Ontario.
Community Planning Association of Canada (British Columbia Division), Vancouver, British Columbia.
Community Planning Association of Canada, Ottawa, Ontario.
Conservation Council of Ontario, Toronto, Ontario.
Consumer Action League, Vancouver, British Columbia.
Consumers' Association of Canada (Manitoba Branch), Winnipeg, Manitoba.
Consumers' Association of Canada (Nova Scotia Branch), Halifax, Nova Scotia.
Consumers' Association of Canada (Ontario), Toronto, Ontario.
Consumers' Association of Canada (Saskatchewan), Regina, Saskatchewan.
Consumers' Association of Canada, Vancouver, British Columbia.
Co-operative Union of Canada, Ottawa, Ontario.
Cosmopolitan Club, Toronto, Ontario.
Council of Christian Churches, Vancouver Lower Mainland - Fraser Valley, Vancouver, British Columbia.
Criminon, Toronto, Ontario.
Crossreach Project of Vancouver, Vancouver, British Columbia.

Dalhousie Legal Aid Service, Halifax, Nova Scotia.
Dalhousie University Art Gallery, Halifax, Nova Scotia.
Department of Human Resources, British Columbia.
Disability Rights Association of British Columbia, Victoria, British Columbia.

Distress Centre Incorporated, Toronto, Ontario.
Downtown Community Health Society, Vancouver, British Columbia.

Edmonton Art Gallery, Edmonton, Alberta.
Edmonton Social Planning Council, Edmonton, Alberta.
Edmonton Social Services, Edmonton, Alberta.
Elizabeth Fry Society, Kingston, Ontario.
Environmental Studies Committee, Rexdale, Ontario.
Esquimalt Silver Threads, Victoria, British Columbia.
Ethnic Press Association of British Columbia, New Westminster,
British Columbia.
E. W. Bickle Foundation, Toronto, Ontario.

Family Benefit Contact Group, Burlington, Ontario.
Fed Up Cooperative Wholesale, Vancouver, British Columbia.
Federated Anti-Poverty Groups of British Columbia, New
Westminster, British Columbia.
Federated Legislative Council of Elder Citizens Associations
of British Columbia, Vancouver, British Columbia.
Festival Concert Society/Young People's Concerts, Vancouver,
British Columbia.
41 Frederick Centre, Social Service Internes, Orillia,
Ontario.
Fort St. John Mental Health Association, Fort St. John,
British Columbia.
Frontiers Foundation/Operation Beaver, Toronto, Ontario.

Girl Guides of Canada, Toronto, Ontario.
Glenhyrst Arts Council Inc., Brantford, Ontario.
Golden Age Association, Montreal, Quebec.
Golden Community Resources Society, Golden, British Columbia.
Greater Charlottetown Area Chamber of Commerce, Charlottetown,
Prince Edward Island.
Greater Hamilton Y.M.C.A., Hamilton, Ontario.
Greater Vancouver Helpful Neighbour Society, Vancouver,
British Columbia.
Grey-Bruce Arts Council, Owen Sound, Ontario.
Guelph Information and Volunteer Bureau, Guelph, Ontario.

Halifax Y.W.C.A., Halifax, Nova Scotia.
Halton Lung Association, Oakville, Ontario.
Hamilton Region Arts Council, Hamilton, Ontario.
Heritage Canada, Ottawa, Ontario.
Home Welfare Association, Winnipeg, Manitoba.
House Holders Association of Mundy Pond, St. John's, Newfoundland.
Housing & Urban Development Association of Calgary, Calgary,
Alberta.
H.U.D.A.C. Greater Vancouver, Burnaby, British Columbia.

Imperial Order Daughters of the Empire, Toronto, Ontario.
Indian Homemakers Association, Vancouver, British Columbia.
Inner City Project, Calgary, Alberta.
International Music Camp (Man) Inc., Winnipeg, Manitoba.
Institute for Research on Public Policy, Montreal, Quebec.
Inuit Tapirisat of Canada, Ottawa, Ontario.

James Bay Project Volunteer Bureau, Victoria, British Columbia.
Japanese Community Volunteers Association, Vancouver, British Columbia.
Jewish Family Services, Edmonton, Alberta.
John Howard Society Metro Toronto, Toronto, Ontario.

Kamloops Community Arts Council, Kamloops, British Columbia.
Kimberley & District United Way, Kimberley, British Columbia.
Kitsilano Community Resources Board, Vancouver, British Columbia.
Kiwanis Club of Ottawa, Ottawa, Ontario.
Kiwassa Neighbourhood Services, Vancouver, British Columbia.

Langley Arts Council, Langley, British Columbia.
Last Post Fund Inc., Montreal, Quebec.
London and District Association for the Mentally Retarded, London, Ontario.
London Middlesex Lung Association, London, Ontario.
Lower Mainland St. Leonard's Society, Burnaby, British Columbia.

MacLean Park Residents Association, Vancouver, British Columbia.
Manitoba Arts Council, Winnipeg, Manitoba.
Manitoba Camping Association, Winnipeg, Manitoba.
Manitoba Cancer Treatment and Research Foundation, Winnipeg, Manitoba.
Manitoba Community Newspapers Association, Winnipeg, Manitoba.
Manitoba 4-H, Pembina Highway, Winnipeg, Manitoba.
Manitoba School for Theatre & Allied Arts, Winnipeg, Manitoba.
Mar-Tux Anti-Poverty Association, Moose Jaw. Saskatoon.
Maycourt Club of Ottawa, Ottawa, Ontario.
Mermaid Theatre, Wolfville, Nova Scotia.
Metis Association of Alberta, Edmonton, Alberta.
Metropolitan Council of the United Church of Canada, Vancouver, British Columbia.
Mic Mac Native Friendship Centre, Halifax, Nova Scotia.
Montreal Association for the Blind, Montreal, Quebec.
Montreal Association for the Mentally Retarded, Saint Laurent, Quebec.
Montreal Board of Trade, Montreal, Quebec.
Montreal Boys & Girls Association, Westmount, Quebec.
Mothers on Budgets Inc., Thunder Bay, Ontario.

Nanaimo Regional General Hospital, Nanaimo, British Columbia.
National Association of Friendship Centres, Ottawa, Ontario.
National Ballet School, Toronto, Ontario.
National Capital Region Amateur Sports Council, Ottawa, Ontario.
National Council of Jewish Women of Canada, Toronto Section, Willowdale, Ontario.
National Council of Women of Canada, Ottawa, Ontario.
National Pensioners & Senior Citizens Federation, Toronto, Ontario.
NCIC Foundation Community Services, Montreal, Quebec.
N.D.G. Women's Centre, Montreal, Quebec.
New Brunswick Association of Hospital Auxilliaries, Kings County, New Brunswick.
New Brunswick Federation of Home and School Associations Limited, Moncton, New Brunswick.
New Brunswick Federation of Naturalists, Saint John, New Brunswick.
New Brunswick Sports Federation, Fredericton, New Brunswick.
New Brunswick Women's Institute, Fredericton, New Brunswick.
New Brunswick Youth Orchestra, Saint John, New Brunswick.
Newfoundland Co-operative Services, St. John's, Newfoundland.
Newfoundland-Labrador Human Rights Association, St. John's Newfoundland.
Newfoundland Status of Women Council, St. John's, Newfoundland.
New Living Development Company Limited, Vancouver, British Columbia.
North Hr. Development Committee, St. Mary's Bay, Ontario.
North Shore Neighbourhood House, Vancouver, British Columbia.
Nova Scotia Federation of Labour, Halifax, Nova Scotia.
Nova Scotia Festival of the Arts, Halifax, Nova Scotia.
Nova Scotia Folk Arts Council, Halifax, Nova Scotia.
Nova Scotia Tuberculosis and Respiratory Diseases Association, Halifax, Nova Scotia.
North Western Territory Hospital Association, Fort Smith, North Western Territory.

Oak Bay Parks and Recreation Commission, Victoria, British Columbia.
Ontario Committee on the Status of Women, Toronto, Ontario.
Ontario Crafts Council, Toronto, Ontario.
Ontario Federation of Home & School Associations Inc., Toronto, Ontario.
Ontario Public Interest Research Group, Waterloo, Ontario.
Open Studio, Toronto, Ontario.
Organization of Saskatchewan Arts Councils, Estevan, Saskatchewan.

Pacific Non-Profit Co-Ordinating Council for Community Liaison and Development, Victoria, British Columbia.
Pathway Children's Home Inc., Winnipeg, Manitoba.
People Committee for a Better Neighbourhood (Greater Winnipeg) Inc., Winnipeg, Manitoba.

People Under Social Hardship, Sarnia, Ontario.
Port Elgin Community Centre Association, Port Elgin, New Brunswick.
Potashville Anti-Poverty Association, Saskatchewan.
Portage Plains United Way, Portage Plains, Manitoba.
Prince Edward Island Civil Liberties Association, Charlottetown, Prince Edward Island.
Prince Edward Island Federation of Home & School Associations, Charlottetown, Prince Edward Island.
Prince Edward Island Tuberculosis League, Charlottetown, Prince Edward Island.
Prince Edward Island United Fund, Charlottetown, Prince Edward Island.
Prince Edward Island Women's Institute, Charlottetown, Prince Edward Island.
Priory of Canada of the Most Venerable Order of the Hospital of St. John of Jerusalem (St. John Ambulance), Ottawa, Ontario.
Provincial Council of Women of British Columbia, Vancouver, British Columbia.

Quebec Association for Children with Learning Disabilities, Montreal, Quebec.

Regina Modern Workshop, Regina, Saskatchewan.
Resources Exchange Project (Atlantic Community Development Association) Middle Town, Nova Scotia.
Restingouche Art Society, New Brunswick.
Royal Canadian Legion, Ottawa, Ontario.
Royal Winnipeg Ballet, Winnipeg, Manitoba.

Saint Catharines Art Association, Saint Catharines, Ontario.
Saint Christopher House, Toronto, Ontario.
Saint John Social Services Council, Saint John, New Brunswick.
Sakura Kai (Cherry Blossom Dancers), Scarborough, Ontario.
Saskatchewan Arts Board, Regina, Saskatchewan.
Saskatchewan Council of Women of Canada, Regina, Saskatchewan.
Saskatoon Family Service Bureau, Saskatoon, Saskatchewan.
Saskatoon Self Help Council, Saskatoon, Saskatchewan.
Sault Ste. Marie Volunteer Bureau, Sault Ste. Marie, Ontario.
Shawnigan Summer School of the Arts, Vancouver, British Columbia.
Shoestring Company, Bunbury, Prince Edward Island.
Sierra Club (Mainland Group), British Columbia, North Burnaby, British Columbia.
Sierra Club (Western Canada Chapter), Whitehorse, Yukon.
Social Planning Council of Oshawa-Whitby, Oshawa, Ontario.
Social Planning Council of Ottawa-Carleton, Ottawa, Ontario.
Social Planning and Research Council, Hamilton, Ontario.
Social Planning and Research Council, Sarnia, Ontario.

Social Science Research Council of Canada, Ottawa, Ontario.
Society of St. Vincent de Paul, Toronto Central Council,
Toronto, Ontario.
SPARC of British Columbia, Vancouver, British Columbia.
Sports Federation of Canada, Vanier City, Ontario.
SPOTA-Strathcona Property Owners and Tenants Association,
Vancouver, British Columbia.
Studio Lab Theatre, Toronto, Ontario.
Sudbury Volunteer Bureau, Sudbury, Ontario.

Teamsters Joint Council, Vancouver, British Columbia.
The Leprosy Relief (Canada) Inc., Montreal, Quebec.
The Salvation Army Chilliwack Corps, Chilliwack, British
Columbia.
The Salvation Army, Quebec City, Quebec.
The Salvation Army, St. John's, Manitoba.
Theatre Acquarius Inc., Hamilton, Ontario.
Trigger Centre for Unemployed Youth, Toronto, Ontario.

UNICEF Canada, Toronto, Ontario.
United Community Funds of Saskatoon, Saskatoon, Saskatchewan.
United Nations Association in Canada, Ottawa, Ontario.
United Senior Citizens, Toronto, Ontario.
Unitarian Service Committee of Canada, Ottawa, Ontario.
United Way of Calgary, Calgary, Alberta.
United Way of Canada Inc., Ottawa, Ontario.
United Way of Halifax-Dartmouth Metro Area, Halifax, Nova
Scotia.
United Way of Greater Vancouver, Vancouver, British Columbia.
United Way of Moncton Inc., Moncton, New Brunswick.
United Way of Moose Jaw, Saskatoon.
United Way of Ottawa-Carleton, Ottawa, Ontario.
United Way of Peel Region, Mississauga, Ontario.
United Way of Thunder Bay, Thunder Bay, Ontario.

Vancouver Board of Trade, Vancouver, British Columbia.
Vancouver Cable 10, Vancouver, British Columbia.
Vancouver Jewish Community Fund and Council, Vancouver, British
Columbia.
Vancouver Neurological Centre, Vancouver, British Columbia.
Vancouver Status of Women, Vancouver, British Columbia.
Ville Marie Social Service Centre, Montreal, Quebec.
Volunteer Bureau, Saint John, New Brunswick.
Volunteer Services, G. F. Strong Rehabilitation Centre, Vancouver,
British Columbia.
VON for Canada, Ottawa, Ontario.

Western Association of Directors of Volunteers, Vernon,
British Columbia.

Yellowknife Husky Hockey Association, Yellowknife, North
Western Territory.

York University-Faculty of Fine Arts, Downsview, Ontario.

Young Womens Christian Association, Saskatoon, Saskatchewan.

Y.W.C.A. of Vancouver, Vancouver, British Columbia.

Appendix C

Lucille Poland, "Towards a distinction between
"service" group and "advocacy" group

Towards a distinction between "service"

group and "advocacy" group

by Lucille Poland

It seems impossible to discuss voluntary action in general without differentiating between "service" groups and "advocacy" groups. For the purposes of the Council's analysis and for that of recommendations to be made to the government these appear to us to be the most useful categories. While, as pointed out by Alan Thomas, often one type changes into another, in their pure form however, they are definitely set apart in their characteristics : their *raison d'être*, their goals, their degree of political awareness and involvement, the obstacles they face, their organizational structure, the social background of people engaged in their projects, differ to such an extent that any discussion of the role and importance of voluntary action must take them both into account.

Malcolm Walker in an article entitled "Organizational Change, Citizen Participation and Voluntary Action" in the Journal of Voluntary Action Research asserts that citizen participation ("advocacy" groups) and voluntary action ("service" groups) are very different modes of organized effort. He uses the criterion of change to differentiate between them. Citizen participation is linked with "organizational" change, while voluntarism ("service" group) is linked with "managed" change.

"Organizational change, as the term is used here, refers to a combination of (1) power redistribution; (2) new decision-making structures; and (3) the re-allocation of those resources which provide the

1. Walker, Malcolm; "Organizational Change, Citizen Participation and Voluntary Action," Journal of Voluntary Action Research Vol.4, no.1-2, Winter-Spring, January-April 1975.

bases of power, or the introduction of new types of such resources."

"Managed change involves neither power redistribution, nor new types of decision making structures. Resources are reallocated only on a small scale, and only limited new types of resources are introduced into the organization. This is change conducted under the control of power holders."

Their structural composition is perceived by Walker as being essentially different. In citizen groups the key decisions are made horizontally and not by a hierarchy which exists mostly for administrative purposes. Within the organization, there is a rejection of bureaucracy and professionalism. Power equalization is the essence. Standardization of activities is low and specialization of roles is minimized. These characteristics are seen as being absent in the "voluntary" action group ('service' group) which, particularly if well established, is moving towards increasing professionalization, specialization, standardization, bureaucratization and hierarchical decision making.

To this we add that the established service organization has usually a broad geographical base with a large membership - high income and salaried staff whereas the citizen group is usually local with a low budget and most likely no permanent professional except for a temporary "animateur".

Traditional voluntarism ("service" group) is based on an acceptance of the principle of representative democracy and the pluralist interpretation of society - that different pressure groups are competing with each other for societal rewards and that power is thus equalized and distributed throughout society.

Its goals and means will be oriented towards what can be accomplished within the existing institutional framework and with the help of the powerful. It is not oriented to basic social change. It is apolitical.

The citizen committee is a political group, a protest group, a criticism of society as it is, a power seeking group, a group that demands to be admitted to the decision making process. It is seen by Walker as being a rejection of representative democracy and a plea for a participatory democracy.

If we admit these differences we must conclude that the implications for society (and for government policy) are far reaching. To support a service group demands no basic philosophical and political re-adjustment on the part of the government bodies, its activities being socially and politically acceptable. To accept citizen groups as legitimate in the long run on the other hand, necessitates an acceptance that power should be shared and made more accessible, agreement that social criticism is a necessary and valid contribution to the health of our nation, that promoting interest and participation among the people is a greater good than promoting dependence and docility, political alienation and subservience, through paternalistic approaches to problem solving.

There seems little doubt among the researchers on the subject that the citizen group affords possibilities for participation in the political process and therefore alleviation of political and social alienation not present in most service groups.

For, as reported by Frizzell,² it is

²Frizzell, Alan, Social Participation and Voluntary Associations: The Canadian Perspective, Queens University Research Team, Department of Sociology, Queen's University, 1978.

not membership in a voluntary organization alone that reduces feelings of political powerlessness. There must be participation in the political process. This is not directly available to the volunteer of a service group and only sometimes indirectly. The contact with public bodies in the service group **is almost** always limited to requests for financing. In the advocacy group it is a direct and constantly repeated demand for a reallocation of power (in its favor).

There appears to be another area of significance which differentiates the service group from the advocacy group (referred also as citizen group), that of class involvement. There is consensus among writers that the traditional service group volunteers are middle class and that lower class representatives are extremely unlikely to engage in providing services for others. Only when our basic desires are satisfied can we engage in the altruistic behavior of donating money or time for the benefit of others. There is some evidence that the poor, the less integrated and most alienated group in society, will only join a group when there is hope of relief in the short term of adverse conditions directly affecting them. However the situation here is not clear cut and Frizzell differentiates between three types of citizen group based on class membership.

" From an overview of the literature dealing with new community and citizen groups, there would appear to be three forms they might take.

1. New groups could be purely expressive; communes or recreational groups for the elderly are examples.
2. New groups could be instrumental but with a low socio-economic issue bias and a tendency to be concerned with

one specific problem, such as housing or poverty.

3. New groups could exhibit the same general characteristics as traditional associations (i.e., middle class dominance) but be related to new or ephemeral fads, such as pollution and specific issues in town or city planning.

While most new groups would appear to be compound of these three types, by far the most important for our study is the second category, since this constitutes the most significant departure from those traits associated with traditional voluntary associations." (which have failed to enlist lower class participation)

These groups face very particular problems, different from those of the traditional service groups. In Frizzell's words:

"The most important of these is the dilemma of tactical presentation of interests and opinions. If they develop a middle-class or moderate stance, then they may achieve nothing. And if they achieve success through militant campaigns, then they will incur the anger of those whom they depend on for redress of grievances, perhaps even for financial aid."

Frizzell goes on to quote the views of the Hon. John Munro on this subject, (reported in "Citizen Participation, 1971")

"More recently, we have begun to move in the direction of seeing the development of communities as a two phase process. The first phase is the process of community animation motivating the poor to organize and work towards the identification of their own needs, the establishment of their own sense of community and capacity for collective strength in place of individual alienation and resignation. Some of these experiments, although modest, have produced rather startling results. Clearly there is within the culture of the poor and the alienated minorities a tremendous latent potential and capacity for self-improvement and self-betterment....

It is phase two of this process that confronts us with the far greater challenge. If we meet the articulation by this community of its grievances and aspirations with a stone wall of either opposition or apathy, we will either destroy it or transform it into an army determined to destroy us. If community development is to be a reality and not a mere sham,

then we must be prepared to mobilize the necessary resources - including a willingness to share some of our own power - to meet the legitimate demands of the new community."

Frizzell adds:

"The effect of new groups over the long term is not likely to be great unless there is a reversal of policies and attitudes among officials."

This reinforces our view that if citizen groups are to become an effective tool in the society and among individuals as a vehicle for more power sharing and participation in general as well as a counter-vailing force acting for disadvantaged interests in our society, much rethinking will have to be done about the nature of the social contract. A resistance to the tendency of increasing bureaucratization and professionalization will have to be developed. (As Walker has perceived, the principal structures through which power is exercised are bureaucratic and professional).

For it may be, that in the future, the "volunteer" in the services area will be indispensable only to provide the human touch, as governments are assuming more and more of the services formerly provided by the volunteer agencies. In Quebec, for instance, the wide range of services taken over in the last few years from the voluntary associations in the fields of social services and health are now regarded as a "right" of the citizen and therefore as a duty for the government to provide.

The "volunteer" in citizens groups on the other hand may be irreplaceable. No government agency, no semi-public organization can replace him, for his stance is not "with" but "against"; a continual protest against established power.



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